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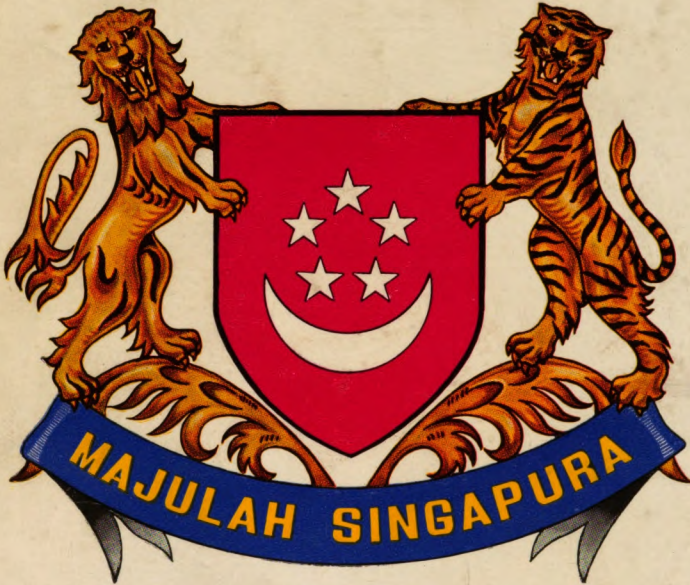


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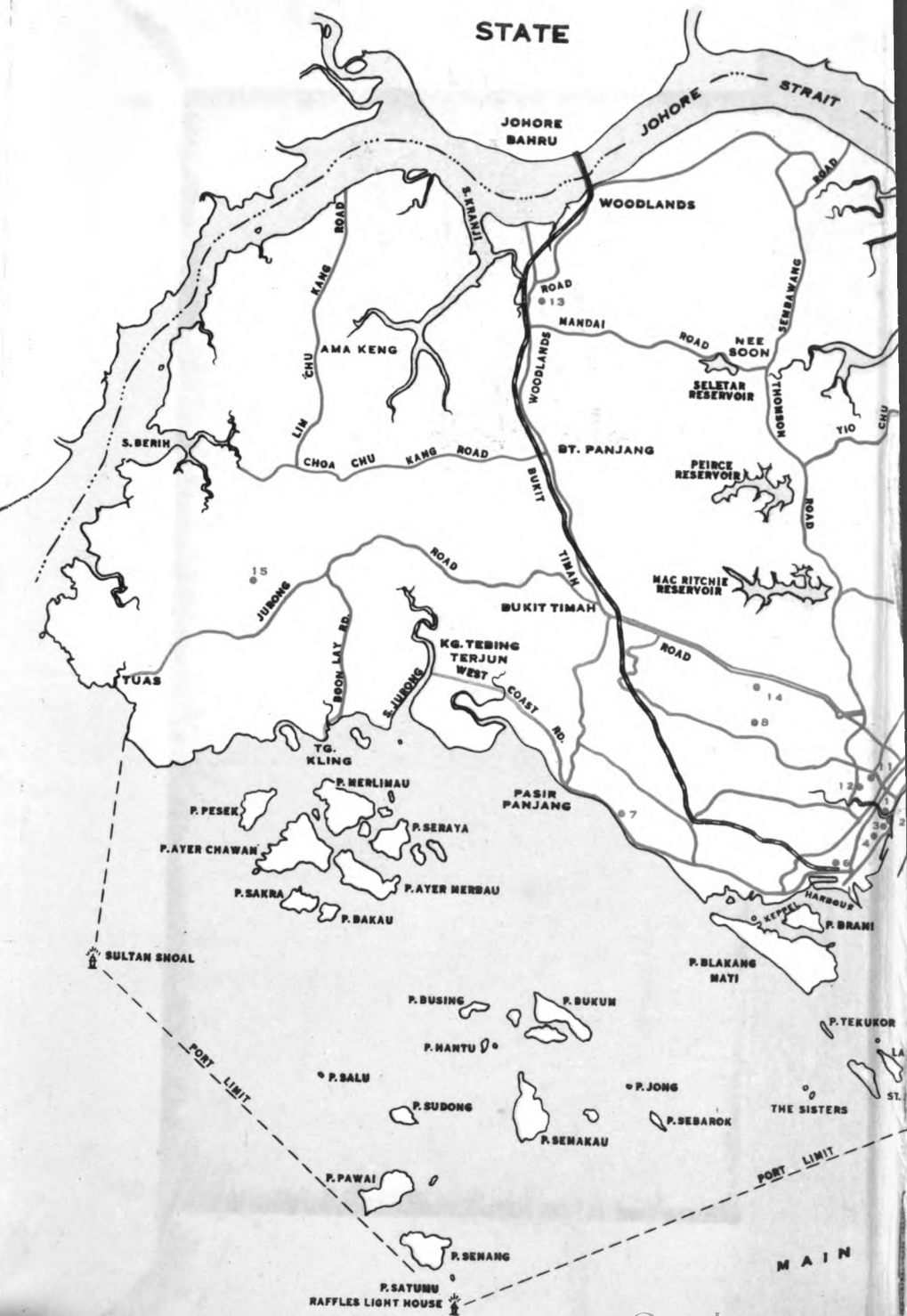
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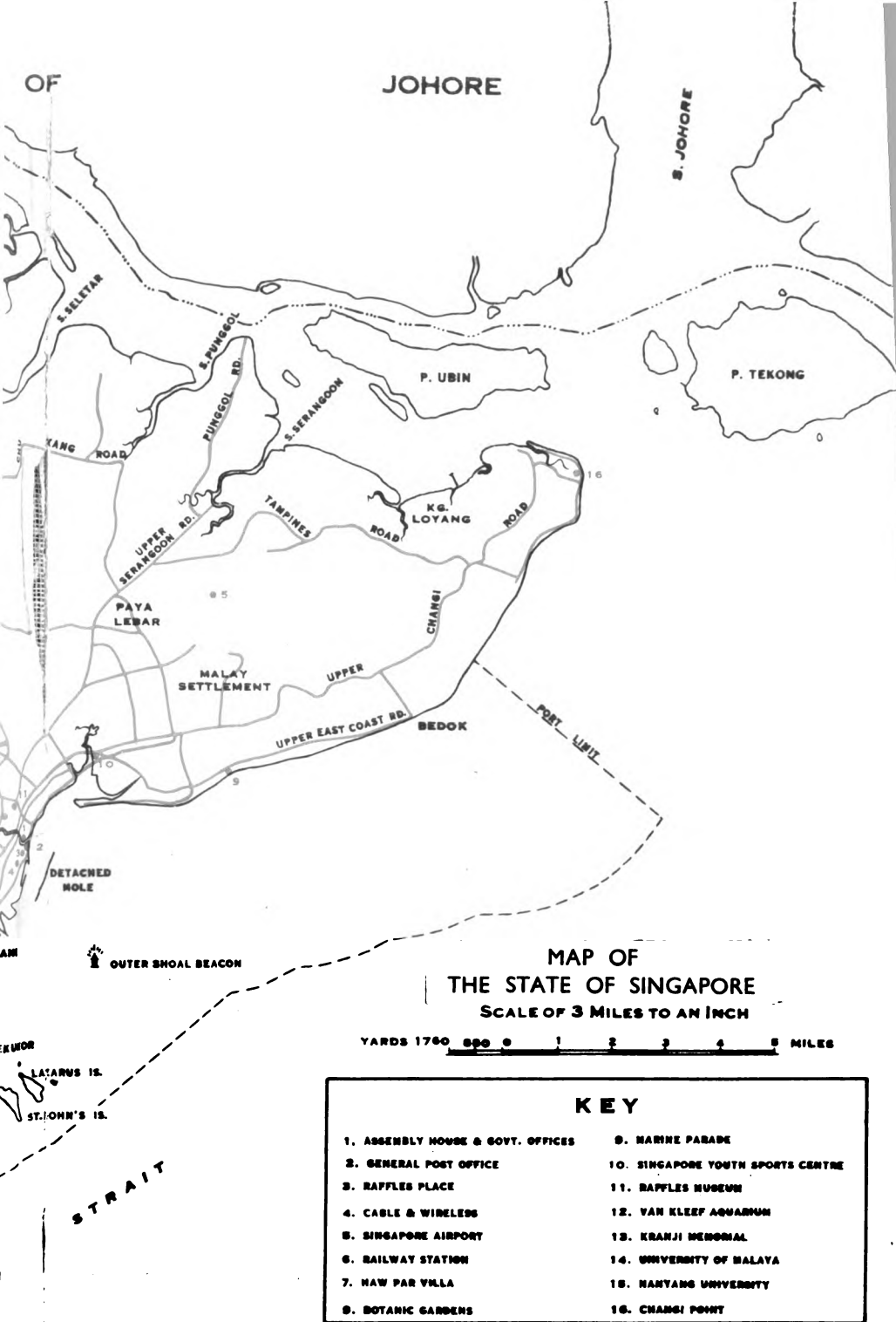
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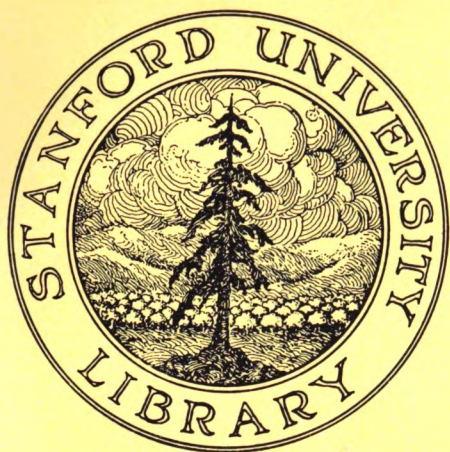
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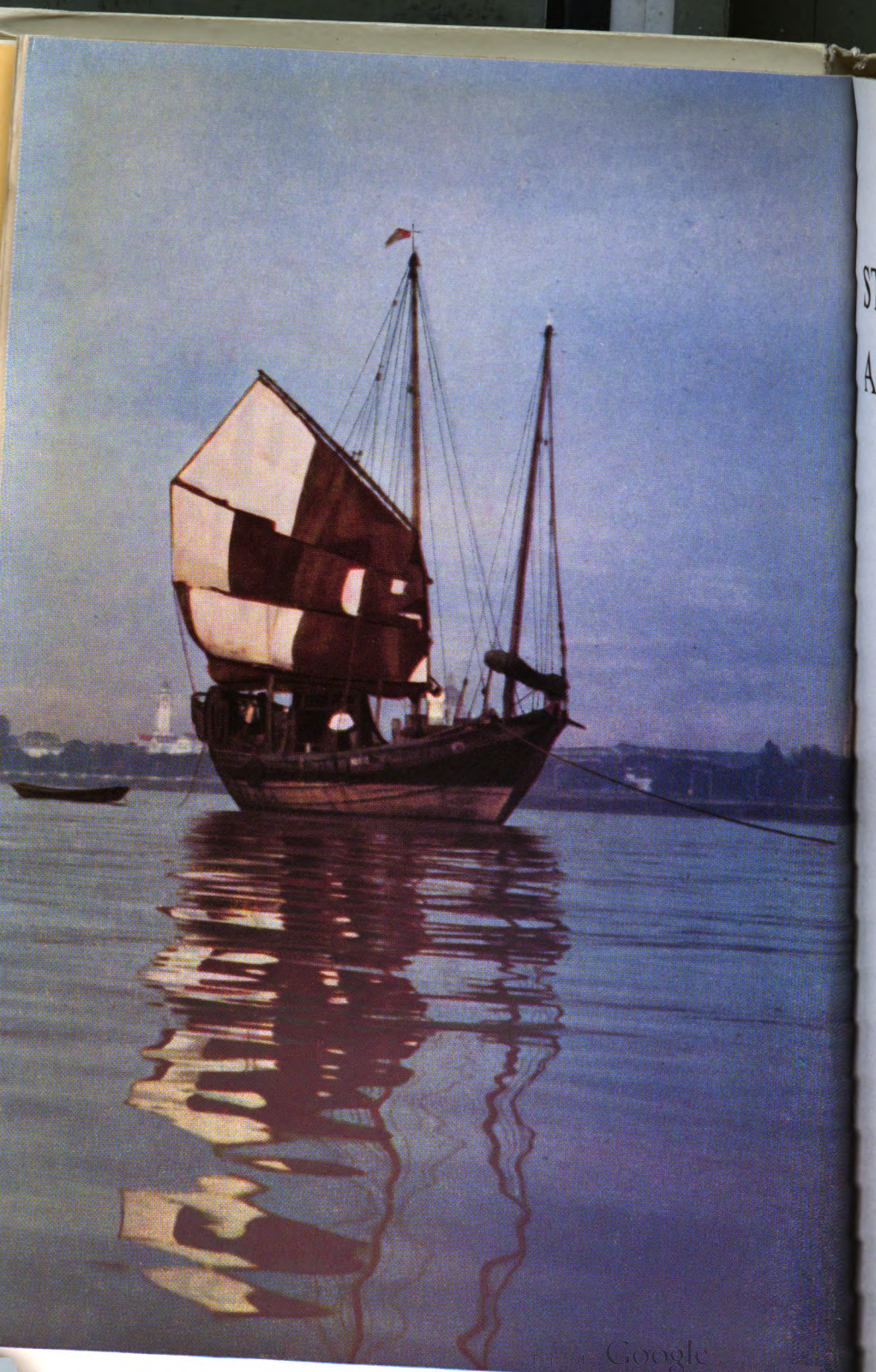
**STATE OF SINGAPORE  
ANNUAL REPORT 1959**



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ANNUAL REPORT 1959**







# STATE OF SINGAPORE ANNUAL REPORT 1959



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# I

## GENERAL REVIEW

**1959** WAS a year of firm and clear-headed progress in Singapore; a year of changed direction without loss of unity, a year of constitutional revolution and political stability. The major advance from the status of a Colony to that of an internally self-governing State was smoothly made and the first test of fully responsible Parliamentary government based on a mass electorate was successfully passed. While the major apparent changes were constitutional and political, the creation of a national outlook out of the application of the principles of self-government and self-responsibility in the spheres of economics and culture was no less important. These were the spheres in which the new constitutional powers gave the people the opportunities of re-adapting the institutions they had inherited to their own national purposes in the creation of a united Malayan nation.

With a fundamental constitutional change re-inforced by the election of a party of new men with new policies and a new sense of urgency, it was inevitable that those who had been accustomed to established policies and procedures should feel some anxiety. But while the changes were great they were not catastrophic and the frictions of re-adjustment and re-orientation were less than some had feared—and one may add, than some had hoped.

Meanwhile political parties were making their plans in anticipation of the coming elections and the final stages of constitution-drafting and of preparing the machinery for elections for the first government under the new constitution. The first months were months of anticipation and preparation.

On 27th November, 1958, the Constitution Order in Council had been laid before Parliament. The “pilot” Order in Council which had been issued previously, authorised the introduction of the new electoral machinery; the boundaries of the 51 constituencies were gazetted and the electoral registers prepared. These included the names of all adult citizens either by birth, or by registration under the Citizenship Ordinance of 1957. The number of registered electors was 555,655 compared with the 300,299 eligible to vote in the 1955 elections.

The machinery of elections was strengthened by the Legislative Assembly Elections (Amendment) Bill which was finally passed by the Assembly on 3rd March, after discussion during two sessions. Its recommendations were based on those of the Report of the Commission of Enquiry into Corrupt Electoral Practices which had been set up in 1957 under the Chairmanship of Mr. S. H. D. Elias, following the raising of the issue by Mr. Lee Kuan Yew in the light of his experience during the bye-election which he fought in his constituency of Tanjong Pagar in June 1957, and whose report was made in March 1958. Voting was made compulsory, the number and size of posters was brought under control, and the definition of treating was made more rigid; on election day free transport, canvassing, the use of badges, and loud-speakers, undue influence by crowds gathering near polling stations, and participation by students or secret society members were all forbidden.

The initiative in setting the pace and direction of the election campaign was taken and retained by the People's Action Party whose leader in the Assembly since 1955 had been Mr. Lee Kuan Yew, the Secretary-General of the Party, and whose leader in the City Council, as Singapore's first Mayor of Singapore, had been Mr. Ong Eng Guan, the Treasurer of the Party. The Opposition to the P.A.P. was divided to the end. The Chief Minister, Mr. Lim Yew Hock, had come to office in 1956 succeeding Mr. David Marshall, as leader of the Labour Front.

Late in 1958, however, he had set up a new party, the Singapore People's Alliance, which he hoped to widen into a broad united front of all parties opposed to the P.A.P. While this strengthened his voting position in the Assembly in which four members of the Liberal Socialist Party crossed the floor to join the government benches for the February meeting of the Assembly, the party organisations of the Liberal Socialists and the Labour Front nevertheless continued in separate being. Moreover, the Minister for Communications and Works, Mr. Francis Thomas, who remained as Chairman of the Labour Front, resigned from the Government on 31st January, and Mr. Richard Lim, the Deputy Speaker, resigned to join the M.C.A. Both were nominated members of the Assembly. Mr. M. P. D. Nair took over Mr. Thomas' portfolio. Attempts were made up to the eve of the election, but without success, to bring agreement, if not consolidation, between the S.P.A. and the Liberal Socialists.

The election campaign opened in effect with the first P.A.P. rally which was held on Hong Lim Green on 14th February. At the rally, the allegation was made that the S.P.A. had received \$500,000 from American sources as a fighting fund for the coming election, and that these funds had, as such, been exempted from Income Tax. Following challenges, by those concerned, of the truth of the allegation, the party asked for a Commission of Inquiry and in the text of the motion which they submitted to the Assembly the name of the Minister for Education, Mr. Chew Swee Kee, was first given as the alleged recipient. The day before the motion was debated, the Minister announced his resignation from the Government and from the Assembly "to clear the good name of the S.P.A." No new appointment was made to the Ministry of Education.

The following day, 4th March, after a heated and emotional debate in the Assembly the Chief Minister announced his intention of setting up an Inquiry Commission. It was during this debate that Mr. Francis Thomas, who had remained on the Government side, left the Government benches. At future meetings he sat on the Opposition bench.

Meanwhile, the Minister for Health was out of action on account of ill-health, and the Government was therefore at its weakest in its last month. At the final meeting of the Assembly, on 18th March, Mr. Lee Kuan Yew tabled a motion of no confidence in the Government demanding the resignation of the Government in view of the "public disgust and loss of confidence". Following a debate which traversed much the same ground as the debate of 4th March, the motion was defeated by 19 votes to 6. On 19th March, the Assembly agreed to set up a Commission of Inquiry into the leakage of information from the Income Tax Department which had been revealed in the debate on 4th March as the source of information to the P.A.P. The Assembly was dissolved on 31st March, a day before the last possible date under the constitution.

During these last months of the Assembly, the only other sphere in which new legislation was passed was in the sphere of economic policy. Six ordinances provided the means of carrying out a policy of encouraging industrialisation by rebates of income tax for pioneer and expanding industries, by providing for a Customs tariff to give selective protection to new industries, by giving powers to control industries to ensure full local participation in their financing and organisation, and finally for the setting up of

a People's Investment Corporation to allow participation by the small investor through the state in the promotion of new national industries. The Planning Ordinance and the Housing and Development Ordinance which set up a Board to replace the Singapore Improvement Trust were non-controversial measures in fulfilment of established policy. An Immigration Amendment Ordinance gave increased powers on control of Immigration in accordance with the new constitutional policy and the citizenship concept introduced by the Citizenship Ordinance.

With the dissolution of the Assembly the political argument was transferred to the Supreme Court. The investigation which provided some insulation against the prevailing electioneering climate of the charges against Mr. Chew Swee Kee and of the leakage of information were both referred to Mr. Justice Buttrose who opened the Inquiry on 6th April, but the Inquiry about the Income Tax Department was delayed because of the absence on leave of the principal witness, the Comptroller of Income Tax.

A parallel growth of political tension in the City Council arising out of the relationship of the Mayor with the opposition and with the Chief Administrative Officer led to the setting up of another commission. The immediate issue arose from the resignation of the Superintendent of the Markets and Hawkers Department which led to heated debates in the City Council on the relation of the Mayor to the City Council staff in general, and to the Chief Administrative Officer in particular, and their respective powers under the Local Government Ordinance.

On 13th March, the opposition walked out of a City Council meeting in protest against the way in which the Mayor was conducting the meeting and immediately took their protest to the Minister for Local Government, Lands and Housing. He asked for a verbatim report of the meeting of the Council.

On 26th March, the Minister under the Ordinance took over certain powers of the City Council, particularly those over staff, and the powers to pass supplementary budgets or take emergency measures. This had the effect of suspending the corrective action which the Mayor had announced he was taking against the Chief Administrative Officer. The Minister also announced his intention to set up a Commission of Inquiry into the working of the City Council and the relations of the Mayor with the Administration. The P.A.P. City Councillors challenged the legality of the Minister's action, but remained in office.

On 3rd April, the Commission was set up under the Chairmanship of Mr. S. H. D. Elias. At an election rally the following day the P.A.P. announced that, should they be elected, they would abolish the City Council, transferring its Public Utilities to a Board and the remaining functions to appropriate government departments. When the Commission met on 7th April, Mr. Lee Kuan Yew challenged the fitness of the Chairman for his role because his close association as a nominated Councillor with Liberal Socialist Councillors made him an interested party. While denying the allegation, Mr. Elias adjourned the Inquiry. On an appeal to him the Chief Justice rejected the prohibition asked for, but advised Mr. Elias, in view of the atmosphere of controversy around him, to resign. Mr. J. F. McWilliam, District Judge and First Magistrate, then assumed the Chairmanship. The Inquiry was not carried through. On 19th April, following the Minister's use of certain of the resumed powers, the Mayor and the P.A.P. Councillors, 12 out of 14 of whom were candidates for the Assembly, resigned from the City Council.

On Nomination Day, 25th April, 194 candidates were nominated for the 51 constituencies, 160 from 10 different parties, and 34 Independents. The P.A.P. nominated a candidate for every constituency. The forces against them were divided. Mr. Lim Yew Hock had failed to bring any other Party into his Singapore People's Alliance. In the outcome, the S.P.A. nominated 39 candidates and supported three Independent candidates who had resigned from the Liberal-Socialist Party; while the Liberal-Socialists nominated 32 candidates. The U.M.N.O.-M.C.A. nominated 13 candidates while the Labour Front, led by Mr. Francis Thomas, and the Workers Party, led by Mr. David Marshall, each nominated three candidates.

The P.A.P. started with many advantages. They had a strongly organised party giving sympathetic expression to the hopes of the new Chinese-speaking, Singapore-born generation. It had a clear policy, good slogans, a symbol round which had grown four years of association, and gave an impression of cohesiveness and purposiveness. It had intellectual ability and a leadership drawn from many professions. On balance, the City administration had brought it credit, and the Opposition was not able to give promise of a better alternative policy or administration.

The Singapore People's Alliance was a new party and its supporters drawn from too diverse groups too quickly to have the cohesiveness of the P.A.P. The allegation which was proved of

the receipt of \$500,000 for its party funds allowed the spread of the suggestion of corruption. The Liberal-Socialist Party, apart from the effect of their vote-splitting, had an even greater effect in advertising the dis-unity of the anti-P.A.P. parties without any apparent difference in policy and with every appearance of difference in personalities. The newly-registered electorate who could have judged easily between a two-party system, or between a number of well-established parties with well-known leaders were confused by many names of many parties without distinctive policies.

It was a hard-hitting campaign, but orderly in spite of the great issues involved with their emotional over-tones, and the size of the new electorate. It was concerned with positive policy more than with negative criticism, or emotionalism, but the whole election campaign including election day went off without serious incident.

In many ways it was a model campaign and if the practice of elections is an essential part of the Parliamentary democracy, the lessons had been learned. There were no incidents involving police action, and the tighter legislation to prevent secret society or other intimidation or the undue influence of school-children worked out well. A committee under the chairmanship of the Chief Secretary, Mr. E. B. David, and consisting of members of the major parties met weekly and provided a forum where the complaints of parties could be heard and the parties could agree on means to keep the election flowing smoothly.

There were up to 200 meetings a night, mostly well-attended throughout. The audience at some of the P.A.P. meetings exceeded 10,000. There were posters, leaflets, banners, regular radio broadcasts, and intensive canvassing. Parallel with the parties' campaigns was an intensive campaign organised by the Department of Information Services to tell people that the vote was compulsory and secret, and to explain the voting procedure to an electorate more than 55 per cent of whom were new citizens and voting for the first time. Over a million leaflets in four languages, over 150,000 posters, and poster strips, car stickers, and letter stamps, illuminated floats with neon lights and moving devices, films and public address units, as well as press advertisements were used to urge the vote as the key to civic action and decisiveness.

The process reached its successful climax on Election Day. It was a day unlike any previous election day for the law forbade canvassing of voters, free transport to the polls, or any gathering at or near polling stations of crowds which might intimidate the

voters. It had the atmosphere of the Public Holiday which it was by law. Yet 90 per cent went to the poll and they went early. Fifty per cent had voted by noon and 85 per cent had voted by 5 p.m. Queues were patient and orderly, and old and young of all communities waited willingly and patiently and understandingly to give their vote. The day including the counting ended without incident to the surprise of those who feared trouble of some kind and had decided to stay at home.

Although the majority were voters for the first time, the proportion of spoilt votes was only 1.2 per cent.

The election result was decisive. The P.A.P. won by any count. They won 43 of the 51 seats, including every seat in the rural areas. In 31 of these seats they had an absolute majority over all other candidates. Overall, the P.A.P. won 281,891 votes or 53.4 per cent of the total votes cast. They lost no deposits.

The S.P.A. had nominated 39 candidates and in other constituencies supported three Independents, who had resigned from the Liberal-Socialists. Four were returned, all on minority votes.

The Liberal-Socialists nominated 32 candidates: not one succeeded. They polled just over 8.1 per cent of the total votes, forfeiting 20 deposits.

Of the U.M.N.O.-M.C.A. candidates, two won by absolute majorities and one on a minority vote. All were Malays. They won 6.3 per cent of the votes cast. Of the 34 Independents, only one was returned, the one supported by the S.P.A. The remainder collected 37,411 votes or 3.5 per cent of the total electorate with 24 forfeiting their deposits. Of the other eight small parties, none won a seat. They too collected 3.5 per cent of the total poll, and of their 25 candidates, 21 forfeited their deposits.

Of the 16 elected members of the previous Assembly who contested the election all the three members of the P.A.P. and only two of the former Ministers won re-election.

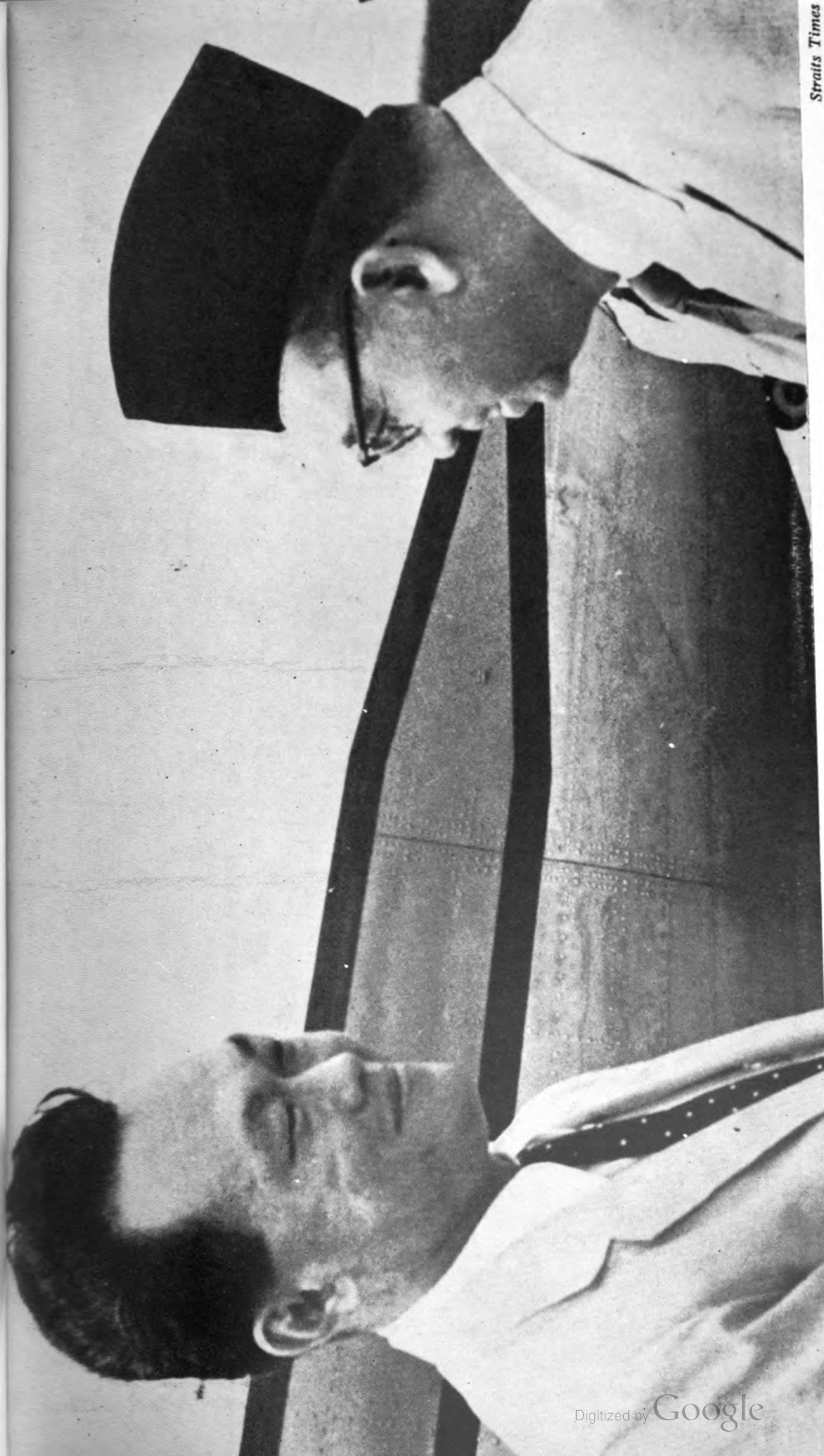
During their election campaign the P.A.P. had declared that they would not take office until 8 of their former leaders, detained under the Preservation of Public Security Ordinance, had been released. When, therefore, Sir William Goode, as Governor, following the resignation on 1st June of Mr. Lim Yew Hock, asked Mr. Lee Kuan Yew as leader of the majority party to form a government, the request for the release of the detainees was formally made. On 2nd June, the Governor announced that "in the changed political situation" and "in order to achieve a swift and smooth introduction of the new constitution" they would be released on 4th June.

Mr. Lee then agreed to form a government and on 3rd June, the new constitution was brought into force by Proclamation of the Governor and Sir William Goode took his oath of office as Yang di-Pertuan Negara of the new State. To celebrate their accession to power, the P.A.P. as the governing Party held a well-attended rally on the Padang on the evening of 3rd June. All the P.A.P. candidates, successful and unsuccessful, were on the platform, wearing for the first time their official dress of white for the women members, and of white trousers and open-necked white shirt for the men.

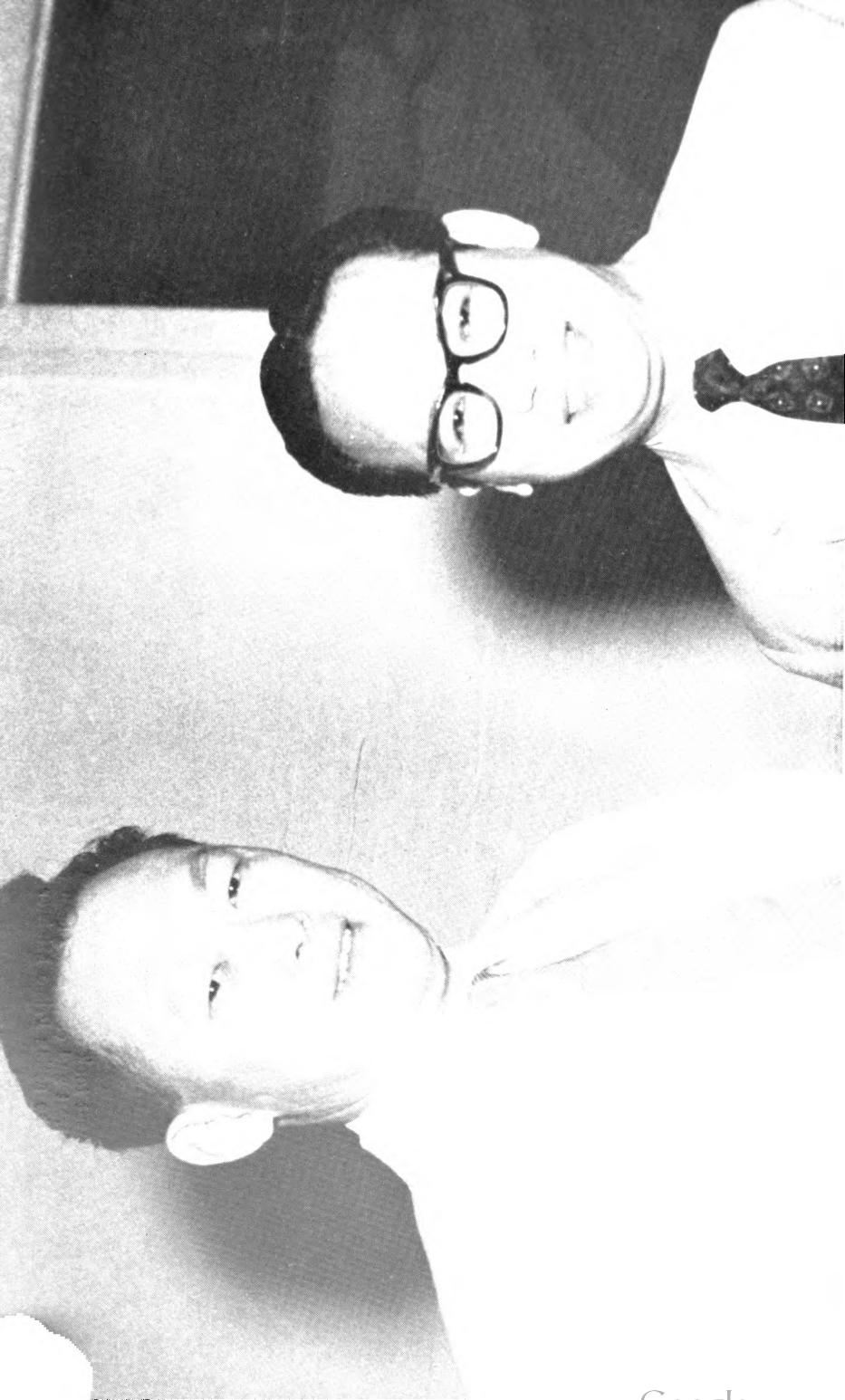
Mr. Lee Kuan Yew who spoke last—and spoke in three languages, Malay, Mandarin and English—received an enthusiastic reception as the leader in victory. The new Government he said “had no future apart from the future of the people.” “We share the same future—be it good, indifferent or bad. The people must do their duty to themselves and their fellow citizens.” During the next 5 years, said Mr. S. Rajaratnam, in a later speech, the P.A.P. hoped “to convince the people that social and economic justice can be secured through the methods of democratic socialism.” But the “paramount interest of the Government was that of the people as a whole.” Things would not however all be easy. “The good things of life do not fall down from the skies. They can only come by hard work over a long time.”

The following morning the 8 detainees were released from Changi Gaol. They went immediately to the P.A.P. party headquarters to meet the newly re-elected Party committee, and six of them afterwards gave a Press Conference at which they declared, in a statement prepared two months previously, their loyalty to the Party and to its objective of achieving an “independent, democratic, non-Communist, socialist Malaya by peaceful, democratic and constitutional means” and of “complete identification with the ideal of a United Malayan nation.”

The following afternoon in the City Hall Council Chamber before an audience largely consisting of P.A.P. Assembly members and Committee members and the released leaders, the nine Ministers were sworn in before Sir William Goode, each taking the Oaths of Allegiance and of Office. After the oaths were taken, Sir William read a cable from Mr. Harold MacMillan offering “any help that lies in our power” and wishing every success to the new Ministers. The new Prime Minister read his reply which said: “My Government will require all the goodwill and help from all those who wish our people well.”



Soon after the new Government took office, a delegation of five Singapore Ministers, led by the Prime Minister, visited the Federal capital, where matters of mutual interest and concern to both territories were discussed. Picture shows Singapore's Prime Minister, Mr. Lee Kuan Yew (*left*) being greeted by the acting Prime Minister of the Federation of Malaya, Tun Abdul Razak, on his arrival at Kuala Lumpur International Airport.



On his way back to Djakarta from Peking, Dr. Subandrio (*right*), the Indonesian Foreign Minister, paid a courtesy call on Singapore's Prime Minister, Mr. Lee Kuan Yew (*left*).

Min. of Culture

Nine Ministers were appointed. Mr. Lee Kuan Yew became Prime Minister and Dr. Toh Chin Chye, the Chairman of the Party, Deputy Prime Minister, both without specific portfolios. Their offices were opened in the City Hall. Mr. Ong Eng Guan was appointed Minister for National Development taking over the work of the former Ministries of Local Government, Lands and Housing, and Communication and Works, as well as the responsibility of the previous Minister for Commerce and Industry for Fisheries and Agriculture. Immediately after he had been sworn in, orders were signed transferring all City Council powers to his Ministry and cancelling the writs for bye-elections for the City Council.

Che Ahmad bin Ibrahim, a member for the former Assembly, was appointed Minister for Health. Dr. Goh Keng Swee became Minister for Finance, including Establishment matters and the Commerce and Industry functions of the previous Ministry. Mr. K. M. Byrne became Minister for Labour and Law, taking over the Labour and Welfare Departments, and the Attorney-General's Office now under the State Advocate-General. Mr. S. Rajaratnam was appointed to the new Ministry of Culture taking over Information Services and Broadcasting and, from the Ministry of Education, responsibility for Libraries and the Museum. Mr. Ong Pang Boon, the former Deputy Mayor, became Minister for Home Affairs adding to most of the responsibilities of the former Chief Secretary's Office that of the Department of Immigration. Finally, Mr. Yong Nyuk Lin became Minister for Education. In a subsequent re-allocation in October, the responsibility for the City Council, the Rural Board and the Harbour Board was transferred to the portfolio of the Prime Minister.

It was a young Cabinet—with an average age of 37: it was a Cabinet of high academic standards—with 8 University graduates among its nine members; and its members are drawn from the law, public administrations, business and trade unions. They brought ability, confidence and courage, and a clear programme, well and long debated beforehand among themselves, and in public. In his broadcast that evening, the Prime Minister promised: "We shall do our best to give you, not only a firm and stable government, but one which will carry with it the support and co-operation of the majority of the people".

Following the appointments of the Ministers, the names of their Parliamentary Secretaries were announced on 10th June. Later each of the P.A.P. Assemblymen was allotted to a Ministry. They were appointed "primarily as liaison officers between the Minister

and the public" to allow them "to participate as effectively as possible in the task of government." Other appointments were the nomination of Mr. G. Kandasamy as Deputy Speaker, the appointment of Mr. K. C. Lee, the Parliamentary Secretary to the Ministry of Culture as Chief Whip, and the appointment of Mr. J. J. Puthuchery, as Manager of the Industrial Promotion Board and head of the Economic and Research Division, formerly attached to the Chief Minister's Office.

A new range of offices was created when the government in September announced the appointment of the first three Political Secretaries to Ministries. Their role was defined by the Prime Minister in the Assembly on 2nd September. As "the closest confidantes of the Ministers on the political implications of their moves, plans and policies" they brought "a political skill and aptitude which could not be expected from a permanent non-political civil service." This involved neither administrative responsibilities nor direct access to civil servants. Seven, in all were appointed, one subsequently resigning for personal reasons.

The new Government made immediately clear its determination to spare no effort to establish close relations with the Federation of Malaya. On 3rd June before they took office, Mr. Byrne had flown to Kuala Lumpur to meet Dato Abdul Razak, the Deputy Prime Minister. On 13th June, the Prime Minister took four of his colleagues—Mr. Ong Eng Guan, Che Ahmad bin Ibrahim, Dr. Goh Keng Swee and Mr. Ong Pang Boon to Kuala Lumpur to meet the Prime Minister, the Minister for External Affairs, and their opposite numbers in the Federation Government. The official statement described the discussion as "free and frank and friendly" with the "accent throughout" on "agreement on common ground rather than on any probable differences in approach towards political, social and economic problems." The principal subject of discussion was the Internal Security Council. The official communique gave special emphasis to the need for communal harmony on which "both Prime Ministers and all Ministers present were firmly agreed that under no circumstances would they countenance any attempts to arouse racial or communal friction, as all considered that tolerance and harmony were vital to the well-being and advancement of the cosmopolitan society of both territories".

Two days later, the membership of the Internal Security Council was announced. Sir William Goode, as U.K. Commissioner would be Chairman: The Singapore representatives were Mr. Lee Kuan Yew, the Prime Minister, Mr. Ong Pang Boon, the Minister for

Home Affairs, and Mr. Ong Eng Guan, Minister for National Development. The remaining two U.K. representatives were Mr. H. T. Bourdillon, the Deputy U.K. High Commissioner and Major-General C. L. Richardson, the G.O.C., Singapore. The Federation representative, the seventh member with the crucial casting vote was Dr. Ismail bin Dato Abdul Rahman, the Federation Minister for External Affairs.

The first meeting was held in July. On 22nd August agreement was reached on the form of the inter-governmental committee agreed at a 1957 Constitutional Conference for "continuous consultation and discussion between the two governments on any matters affecting Singapore arising from Britain's responsibilities under the constitution of the State of Singapore for external affairs and defence". The Prime Minister announced the acceptance of the Singapore Government on the understanding that "attendance at meetings of this committee does not arise from any constitutional obligation upon my government and such attendance must in no way be construed as agreement to, or concurrence with, British policies in external affairs and defence".

The month of introduction ended with the first meeting of the Legislative Assembly on 1st July at which the new members took their oaths of office, and the Yang di-Pertuan Negara, Sir William Goode, in a lounge suit, his colonial uniform laid aside, read in Malay language the speech which set out the detailed policy of the government for the first session. For the first time the system of multilingualism by simultaneous translation into Malay, English, Chinese and Tamil was in use. The speech opened with the pledge that "during the next five years a government elected by a decisive majority of the people will, through peaceful and constitutional means, take the social revolution a step further. It is a government pledged to bring about a more just society". The "prime task" was to "build up a climate of confidence under which trade expansion and industrial growth can take place".

The "substantial advantages" to be gained by the Singapore and Federation Governments through integration of their economic policies would be pursued; while, internally, industrial peace and justice would be sought primarily by the encouragement of collective bargaining. But the key lay in "a unified Trade Union Movement under the leadership of a Trade Union Congress with executive powers and a Court of Labour with powers to enforce its awards".

In the sphere of health, while deficiencies would be remedied, emphasis would lie on the development of preventive medicine in full co-operation with the public. The work of the National Development Ministry would concentrate on housing. The policy of the Ministry of Education would work for the realisation of the three principles of equal recognition of education in the four language streams, the development of Malay as the national language, and a reform of the school syllabi to concentrate on practical subjects such as mathematics and science and so meet the needs of an industrialising society, and on the study of the languages of the State.

On the new Ministry of Culture would fall the responsibilities not only of educating and informing the public but of "instilling in our people of all races the will to be a nation", and striving towards the creation of a Malayan nation.

On its policy towards the Federation the government's policy was unequivocal. "It is the Government's intention during its term of office to create and bring about conditions favourable to an early re-unification with the Federation. The Government will take firm action to prevent any irresponsible activities by individuals or organisations to negate this paramount interest of the people of Singapore and Malaya". In maintaining the internal security of the State, the government would "fight and counter subversion be it from the Right or from the Left". Not only with the Federation but with Singapore's close neighbours of South-East Asia, every step would be taken to strengthen relations. On a personal note, the Yang di-Pertuan Negara spoke of the time when after five months of office he would hand over the "duties and the honour of this high office to a Malayan-born who will be more suited to fulfil the role of constitutional Head of State in a society where symbols for national identification and solidarity can play so valuable a part in nation-building".

The pattern of Parliament continued. The speaker and his staff retained their wigs and robes; the new P.A.P. Assemblymen adopted the dignified informality of open-necked shirts. Under the understanding guidance of the Speaker and the effective leadership and example of the Prime Minister and the Leader of the House and Deputy Prime Minister, the new Assemblymen of the party in power acclimatised themselves to the new pattern with loss neither of dignity, vigour nor effectiveness. The procedures for bills and the complicated budget procedures were followed fully and with mastery. The new Standing Orders approved in December

applied and adopted, but did not alter basic principles. Meetings were held each month and 26 bills were passed before the end of the year. To impinge as little as possible on the administrative responsibilities of government and to allow a larger public attendance, sessions were held in the afternoons and evenings instead of in the mornings and afternoons.

Similar though the scene of the Assembly might be, its power and its prestige had grown with its fully elected membership and its legislative sovereignty in internal affairs and its ultimate power over a cabinet responsible to it and dependent entirely on its continued support. The new Assemblymen had new responsibilities. A special programme of lectures and visits was arranged to describe the working of the constitution and the wide range of administrative responsibilities which Government were responsible to them for fulfilling.

The process of mutual adaptation was described by the Prime Minister at the end of the first course for Assemblymen on 29th October when he said: "The political leadership understands that they have to improve on the apparatus of the state they have inherited and work it. The administrative personnel, on the other hand, have appreciated that there are constant pressures from the ground on the political leadership".

Although the personnel and framework of the civil service continued, its service to a government popularly elected by an electorate predominantly new to the parliamentary machine, and the heavier load and greater speed required from it in the new circumstances required a new understanding and a re-adjustment of attitudes. For the senior members of the service, there was the additional personnel and financial adjustment to the reduction in their cost of living allowances.

As measures of immediate economy, the Minister for Finance announced a reduction in the allowance of Government officers which did not affect the 65 per cent earning under \$220 per month, but which operated fully on the 10 per cent earning a monthly salary of \$505 or more. This was announced on 19th June following an announcement on 15th June of a cut in \$450 in the income of Ministers, and of \$250 in the income of Parliamentary Secretaries. There were protests over the cut, its immediate impact without allowing time for civil servants to adjust their commitments and its implementation without negotiations with the unions of government servants. But the Minister for Finance pointed to the increase of government expenditure from \$94 million in 1949

to \$268 (including \$115 millions in salaries) in 1955, the fall in Government reserves from \$322 millions in 1953 to \$87 millions in 1958 and the likelihood of a deficit of \$14 millions in the 1959 accounts. By the end of the year, special allowances had been given for technical and professional officers.

With the growing mutual acquaintance, assessment and appreciation of the first six months, much of the defensiveness and misunderstanding dissipated, and the civil service took readily and effectively the responsibilities falling on them as a result of speedy Malayanisation, new areas of operation and new urgencies from the new electorate.

A Political Study Centre was established in September where senior civil servants could study their new role as national administrators in the service of a popularly elected government.

Once the new Ministers had taken office and the new machinery established, re-organised or set in their new direction, the remaining months of the year showed the full unfolding of policy.

In general it sought to give a new sense of urgency, to encourage even if only through complaints bureau, a feeling that the Government had new responsibilities to and partnership with, the new citizens, to re-adjust laws for aliens to laws for citizens, and to re-organise institutions where effective appeal had been narrower than their acclaimed purposes.

The Ministry of Finance gave first attention to the need for a balanced budget to ensure not only solvency now, but the prospect of solvency in the years ahead with declining reserves and growing welfare commitments; and in doing so to brighten the climate of commercial opinion, hesitant as a result of constitutional change. Following the reduction in the incomes of Ministers and the variable allowances of senior civil servants, vacancies in government service were "frozen" pending re-consideration, development plans not yet started were held up and a Cabinet Budget committee was set up under the Prime Minister.

In September the Minister was already able to announce savings of \$10,000,000 and increased taxation on cigarettes and tobacco which with assessments on rural land and vacant land was estimated to bring in \$16,000,000 in revenue. Two loans together amounting to \$40,000,000 were floated by the Government in September and were over-subscribed within 8 days. With this success to his credit, the Minister went to London for the meeting of the Commonwealth Finance Ministers bearing two specific

requests for assistance towards the cost of expanding the international Airport and for the taking over, as part of the United Kingdom responsibility for external defence, of the cost of the Singapore Infantry Regiment. These, it was agreed, would be considered together with the requests for assistance under the Development Plan which was already under preparation by a strengthened and re-organised research staff. As a result of his financial measures, the Minister was able to announce in his Budget speech a surplus of \$1,000,000 in place of the deficit of \$4,000,000 budgetted for.

The second concern of the Ministry was the development of the economy by the stimulation of trade, by negotiations with the Federation for the establishment of a Common Commodity Market, and finally by the development of industrialisation. The year had been one of a stable rubber price, maintained above a dollar a pound, and with exports at the highest level for 8 years. There was an increase of total trade from \$5,581.7 millions in 1958 to \$5,826.2 millions in 1959, and with a fall of one-third in the adverse balance of trade to \$3,848 millions.

To achieve both political and economic understanding with Indonesia was an early consideration of Government. Good relations were established early and Brigadier General Djatikusumo, on his leaving Singapore in August to return to Indonesia, said that the atmosphere still clouded by the accusations against Singapore when civil war first broke out in Sumatra, had "cleared up". An economic agreement was reached for Singapore to spin raw cotton supplied by Indonesia. During his visit in October, Dr. Subandrio, the Indonesian Foreign Minister, expressed his determination "to restore good relations between Indonesia and Singapore." Provisional arrangements were made for the visit of Mr. Lee Kuan Yew to Indonesia early in 1960. In his Budget speech on 25th November the Minister for Finance said that "we of Singapore wish for nothing more than to see Indonesia overcome her economic difficulties and bring about these conditions under which honest traders can conduct their business on a stable and permanent basis." He added: "We have made it abundantly clear to the Indonesian authorities that we wish for a new basis and a new approach to our mutual problems. Our relations with Indonesia have immensely improved since the advent of our Government. We shall continue our efforts to improve upon them. We have undertaken not to allow any action to proceed in Singapore which is directed against the security of the Indonesian State. This assurance we shall fulfil."

It was welcome that in Indonesia the new State first exercised its independent initiative in overseas commercial policy. The Deputy Prime Minister attended the Colombo Plan Conference in Djogdjakarta in October as head of an independent delegation for the new State. The State was similarly represented at the E.C.A.F.E. Conference in Bangkok the following month.

The industrial policy of the Government accepted the basic fact that the primary responsibility for industrialisation must rest on private enterprise, while Government provided the economic setting for investment by local and overseas capital, preferably in partnership.

Addressing the Chinese Chamber of Commerce on 8th August, Dr. Goh assured them of "full government" support in industrial development, adding: "The businessmen today must face up to certain social responsibilities which they can avoid under a Colonial system. In a democratic system, the paramount consideration of Government is the interest and well-being of the masses. The activities of businessmen must also be considered in its effect on the well-being of the masses. In a democratic system, businessmen are expected to conduct their affairs not only with the motive of profit in mind but also with the interest of society as an important consideration."

A bill was passed in August to allow government to raise a \$100,000,000 Development Loan. When the new Government took office preparations for the Development Plan were immediately set in motion. An economic Development Board was also planned to act as an industrial bank and to carry out the planning and preparation of industrial sites. Approaches were made to United Nations Agencies for assistance in this major development. As a wider market would ease these developments, the project of the Common Commodity Market was broached with the Federation Government as a scheme of mutual advantage.

Policy on Internal Security was enunciated when the Assembly passed the amended Preservation of Public Security Ordinance to replace the bill passed by the previous Assembly for a currency of one year. The major change was the replacement of the appeal tribunal by advisory committees to the Yang di-Pertuan Negara. The new bill was passed for a period of five years. There was no vote against it. The Prime Minister pointed out that the passing of the bill was in fulfilment of their pledge in the Assembly in 1958 that "there will be no abolition of the Emergency laws in Singapore until they have been abolished in the Federation" and "as long as

they are necessary for the Federation, so long will they be necessary for Singapore." The Deputy Prime Minister, laid down the three principles of Government's policy on internal security:

- "(i) The Singapore Government shall not act as a buffer to protect pro-Communist Party forces against the Federation Government. These pro-Communist Party forces, some originally from the Federation and and some from Singapore, who are hoping to use Singapore as a refitting base for their struggle in the Federation must take the consequences of their actions.
- (ii) That it is the duty of the Singapore Government to defend in Singapore the rights of Left-Wing non-Communist Party forces and to encourage their growth. It is the P.A.P. Government's view that the democratic socialist is the most effective countervailing force in the labour movement in this country, and that our policy is designed to aid the growth of the democratic socialist and not a Communist trade union movement.
- (iii) That while the Singapore Government shall by social, economic and political policies negate the Communist claim that only the Communist can resolve the social and economic injustices in our society, it would in the meantime prevent the security of the democratic state from being undermined by the Communists."

The election of the new Government raised new expectations for the improvement of labour conditions and a new idiom in labour relations. These hopes coincided with an increase in unemployment, presenting the problem of an existing rate of 10 per cent in unemployment with new labour seeking employment on the labour market for the first time. In this situation the Ministry of Labour and Law extended its powers of inspection and enforcement to the full extent of the law to ensure that major agreements and welfare provisions were fully adhered to.

Such a policy required the full co-operation of a fully and rationally organised trade union movement. Legislation was therefore passed to allow the cancellation of the registration of company and ineffective and splinter unions. This included the move towards amalgamation or federation. 58 unions were de-registered.

The T.U.C. was re-organised under a new constitution to provide cohesive policy and steady leadership. While first importance was given to more equal and rational collective bargaining, as the prime instrument for industrial peace through justice, plans were made for the establishment of an Industrial Court, as a court of last resort once other means had failed. Industrial relations, as reflected in the figures for man-hours lost through strike, were at the best levels for the past five years. In August, the Singapore Traction Company Union chose an arbitration rather than a strike to settle their wage claims. In August a Court of Enquiry was set up under Dr. C. Gamba to enquire into the contract labour system in operation in Singapore and the abuses arising from it.

In the field of Social Welfare, the Ministry of Labour and Law sought to widen its scope and its appeal to meet the needs of the new and predominantly Chinese-speaking citizens. The major change was to bring all Community Centres, formerly run by the Rural Board, the Singapore Improvement Trust and the Community Recreation Department, under the unified control of the Social Welfare Department so that they could act as a link between the Government and the people, serve as a focus for neighbourhood activities and provide a training ground for future leaders.

The Government introduced immediately a more severe policy towards the licensing of places of amusement, the supervision of places such as "juke-box" and "pin-table" parlours which had become centres of vice, gathering places for secret society members and breeding grounds for delinquency among young people and unemployed.

Censorship of publications, films and entertainments was tightened up. On 8th June, three days after taking office, the Minister for Home Affairs banned 8 entertainment papers and one strip-tease show as the first step in a policy of "eliminating sex-obsessed culture and all activities which are detrimental to the growth of a new and healthy society and culture." New legislation was introduced for the control of hotels, massage establishments and gaming to meet secret society violence. The special detention powers were increased to provide an alternative of police supervision on conditions, including a curfew, which if broken would result in a minimum punitive sentence of one year's imprisonment. Before giving wide application to this last amendment, Government, in October, proclaimed a period of 16 days amnesty from 16th November to allow those who had been drawn in secret society activities against their will, to come forward to the State

Advocate-General, clear themselves and avoid further trouble. The large number of people who availed themselves of this offer, produced little evidence. The total number however of secret society incidents dropped from 234 in the first half of the year to 168 in the second half compared with a total of 334 for 1958.

The expansion of the medical services is reflected in the expenditure which reached \$25 a year per head of the population, making a total of \$37.5 millions. The standard of health in Singapore continued to rise during 1959 in spite of the rapid rise in the numbers and the growing density of population. The standard is shown by the record low levels of death rates. As against a rate of natural increase of 39.8 per thousand, one of the highest in the world, the death-rate reached the record low level of 6.4 per thousand compared with 7 per thousand in 1958. Infantile mortality also fell from 43.73 per thousand in 1958 to its lowest level at a rate of 36 per thousand. Maternal mortality fell from .8 per thousand in 1958 to .7 per thousand in 1959. For the third year running Singapore was free from indigenous malaria.

To ensure that the State should become increasingly healthy, plans were introduced to decentralise the medical services, and to relieve the crowded congestion of the out-patient departments, as the attendances at the out-patient departments rose from 5,800 per day in the first half of the year to 8,000 per day in the second half of the year; the total number of out-patient attendances were 40 per cent higher than in 1958. To bring the nursing service yet closer to those whom they served, candidates for Chinese Middle III classes were recruited for General Nurses Training for the first time and Standard VII Malay girls were recruited for Assistant Nurse and Midwife training.

Not only public health, but public amenities and public utilities improved. The new promenade on Nicholl Highway, the new park at Kallang and Hong Lim Green and beach-park at Bedok, prepared by volunteer labour as civic exercises guaranteed attractive open spaces in the centre of the towns. The services of the public utilities expanded. Singapore retains its reputation of having the cleanest public water supply in Asia, and consumption rose to 63,000,000 gallons a day. 507 new stand-pipes were added to bring it to the kampongs, bringing the total to 2,046. Sales of gas and electricity increased. 96.6 miles of new electric cables were laid, a length nearly one-third more than the island's total coastline. There is one consumer for every 16 of the population.

With its youthful population, Singapore requires to give special prominence to its problem of education. During the year the number of children in school increased by 28,000 to the record number of 320,977, and the cost of education rose to \$63,000,000, almost 24 per cent of the annual budget of the State. The policy of the new government sought to increase the national content of the syllabus, both by changing the emphasis to languages and science, and by reform of text-books. In this policy which aimed at the growing integration and assimilation to national standards of the four streams of language in which education is given, there was to be a greater equality among the language streams. To allow the fullest and speediest development of this policy, the school week of English-language schools was extended to six days, bringing them into line with the practice of the Chinese-language schools, and from all teachers an extra half session a day was required. Special courses were organised at the Teachers' Training College for training 1,500 teachers in the practice and teaching of Malay as the national language of the State.

In July was published the report of the committee of which Dr. S. L. Prescott, Vice-Chancellor of the University of West Australia had been president and which had been set up by the previous government to consider the organisation and standards of the Nanyang University. The Committee advised against recognition of its degrees but suggested that standards of entry to the public service should be relaxed to allow the entry of some graduates to the public service. This suggestion was accepted by Government. The Committee also recommended the appointment of an *ad hoc* local committee to review their report and recommend the extent and procedure of re-organisation. This was agreed by government and the review Committee was set up under the Chairmanship of Dr. Gwee Ah Leng. Their report was submitted in November for the consideration of Government. The Polytechnic was re-organised to provide for a greater concentration of its resources on training the technical skills required by Singapore to standards and examinations which met the specific needs of Singapore.

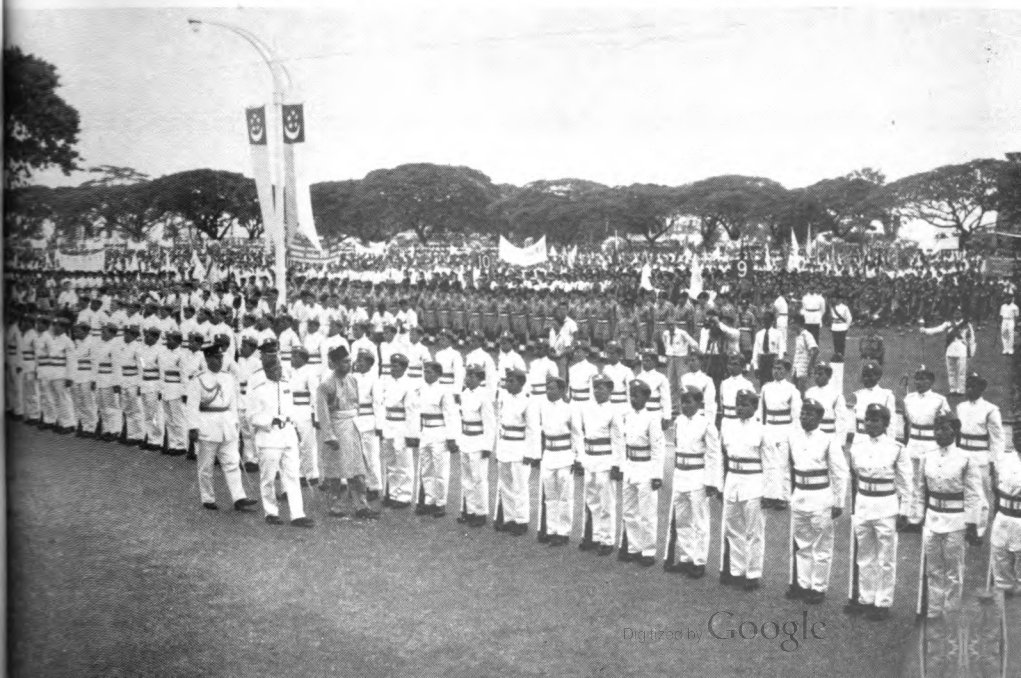
The new Ministry of Culture aimed to give a purposive national tone to its work both in the spheres of information and culture. Radio Singapore became a more constant positive means of keeping the people in touch with the policies of the government. Plans were made to break down the rigid division between the contents of the programmes in the four main language streams. And



*Min. of Culture*

**Top**—Inche Yusof bin Ishak was installed on 3rd December, 1959 as the first Malay-born Yang di-Pertuan Negara as provided for in the Singapore Constitution. Picture shows His Excellency taking the Oath of Allegiance, while the Prime Minister, Mr. Lee Kuan Yew (*left*) and the Chief Justice of Singapore, Sir Alan Rose (*right*) look on.

**Bottom**—After his installation, the Yang di-Pertuan Negara inspects a guard-of-honour formed by the 1st Battalion of the Singapore Infantry Regiment.





Picture shows a bird's eye view of the mammoth mass rally of 25,000 participants at the Padang on December 3, 1959.

programmes of the "rock and roll" type were replaced by programmes of a higher level. The Ministry broke new and popular ground in taking its cultural concerts, *Aneka Ragam Ra'ayat*, to the people. The first was given at the Botanic Gardens on 2nd August. Each programme included items drawn from Malay, Chinese, Western and Tamil sources; many cultural groups had their first opportunity of public appearance and gave their talents as voluntary services in the new enthusiasm; while members of the audience who might have come each to see an item from the stream with which he was familiar, nevertheless stayed to see and appreciate others. It created an atmosphere of cultural neighbourliness as the first and essential step to cultural citizenship and a sense of a common inheritance which is an essential element of nationalism. The enthusiasm was harnessed in the cause of raising funds for a National Theatre Fund which was launched on 20th November, and by the end of the year had passed the \$200,000 mark.

The year of revolutionary yet peaceful and constructive transition from Colony to State ended appropriately with the celebrations which were focussed on the installation of Che Yusof bin Ishak as the first Malayan-born Yang di-Pertuan Negara. In this week were inaugurated the new symbols of the new State. The words and music of the new National Anthem *Majulah Singapura*—Let Singapore flourish—were written by a Singapore Malay, Che Zubir Said. The new flag is of red and white, incorporating a crescent moon and five stars, the red representing universal brotherhood and equality and the white purity and virtue and the five stars representing Democracy, Peace, Progress, Justice and Equality. The animal supporters of the armorial crest are the Singapore lion and the Malayan tiger. All burst on Singapore in lavish decoration for the day of the installation of the Yang di-Pertuan Negara which was the opening of the National Loyalty Week with its crowded programme.

Sir William Goode, the last Governor and by the constitution, the first Yang di-Pertuan Negara, left on 2nd December with the words "You have many friends who wish you well; and none who will watch your progress with keener and more affectionate interest than those who have been happy to serve here in the past to the best of our ability". The following day on the steps of the City Hall the Yang di-Pertuan Negara took his oath of office in the Chamber of the City Hall, and then with the Prime Minister on the City Hall Steps addressed the rally on the crowded Padang before they began their long and proud procession. The Prime

Minister in his speech introducing the Yang di-Pertuan Negara for the first time spoke of the urgent need for "inculcating common values, common loyalties, common responses" and for a "sense of belonging together, belonging to one entity". He concluded "let us renew our faith in ourselves and our future; let us resolve to be loyal to the interests of our people; let us pledge ourselves afresh to make this island a happy and peaceful place of plenty for all those who have been born and bred here, together with all those who have sworn to be one with us. May our new symbols endure and evoke in our hearts those sublime feelings of dedication and sacrifice to a cause bigger than our individual selves. Finally, let us give to our Yang di-Pertuan Negara the loyalty and affection due to him as the symbol of the unity of the people who constitute the State of Singapore."

It was not only in full consciousness of the challenge but also of the urgency and magnitude of the problems ahead that the year ended. The envoi to 1959 was given by the Yang di-Pertuan Negara in his broadcast in the last hours of the year when he said, "The spirit of the new constitution means that while some may rightly or wrongly be tempted to blame the past for the problems we now face, yet our main task will be to see that these problems are resolved".



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*Top*—Malam Raksaksa Rakyat (Grand Tattoo) at Jalan Besar Stadium, in which schools, Police, Civil Defence and Military personnel participated. Picture shows school children demonstrating precision exercises.

*Bottom*—Sea Sports in the Inner Roads: Water skiers showing their skill with the State flag fluttering proudly in the wind.





Top—Musical floats, waterboat and fireworks displays along the waterfront. Bottom—Section of a crowd . . .

Min. of Culture

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## II

## HISTORY AND ADMINISTRATION

### HISTORY

**F**OR TWO THOUSAND years and more merchants have sailed the seas of South-East Asia and have traded in the riches of one of the world's most fertile areas. Trade went North to China and West to Ceylon and India and beyond to the Ancient World of the Mediterranean. Merchants were wealthy and ships were large. Malays, Indians, Chinese, Arabs and Greeks and Syrians all played their part in a trade mainly of luxuries. The Ancient Greeks knew of Malaya as the 'Golden Chersonese' of Peninsula, or more poetically as described by Periplus, the Greek geographer, 'the last inhabited land beneath the rising sun itself.' The routes and the trade winds across the Indian Ocean and the China Seas were known and used by navigators, merchants and pilgrims alike.

In this trade Singapore at its focal turning point at the end of the Peninsula which is the most southerly point of Asia and at the entrance of the Straits of Malacca, the main arterial road of the trade with India, inevitably played its part. The early name of the island was Temasek which was known in contemporary China. But neither the Chinese pilgrim I-chang who visited South-East Asia in the seventh century nor later Marco Polo who sailed past the island in 1292 make specific mention of it, even in describing the landmarks of their journey. On the other hand, a legend says that an Indian king of Chola reached Temasek in the eleventh century before abandoning a projected attack on China. Singa-pura—the Sanskrit form of the 'Lion City'—however existed from 1297. It was described as one of the three kingdoms of the Sri Vijaya Empire and was appropriately situated for a control post by an empire which depended on exacting tolls on the trade which passed in the waters between Sumatra and Malaya. The Malay Annals describe it as 'a great city to which foreigners resorted in great numbers so that the fame of the city and its greatness spread throughout the world.' Based on Palembang, the Sri Vijaya Emperor thrived as long as it could control and impose its levies on

the trade of the area. The first king of Singapore was a Palembang Prince who, according to legend, gave the present name to the island. He reigned in peace but the Majapahit power in Java resented a port on the route to China not under their control, and during the reign of the second king Paduka Sri Pikrama Wira (1347-62) who refused to do homage, attacked Singapore, though unsuccessfully. In 1376, in the second year of the reign of the fourth ruler, Paduka Sri Maharaja, the Majapahit forces, as part of their final campaign against the Sri Vijaya dynasty, again attacked and this time successfully, aided by the disaffected Treasurer of Singapore. The measure of its size lies in the size of the fleet which attacked it and which, according to the Malay Annals, consisted of 300 ships and 'countless galleys, commissariat craft and dug-outs, and a force of 200,000 fighting men.' Legends too there are such as the one which attributes the red-ness of Singapore's basic red laterite clay to the blood which was spilt in the destruction of the city. The city lost its status but was not fully abandoned. It continued under a chief, now described as Shahbandar or Port Officer, who for protection against the Majapahit, put himself under the protection of Siam, either directly or indirectly through Pahang. But the ruler was murdered and his power usurped by a rebel prince of Palembang, Paramaswera or Iskander Shah. He was expelled by the Siamese forces in 1391 and finally settled in Malacca and founded the dynasty which was to replace the Sri Vijaya and Majapahit dominance in South-East Asia and was to foster the spread of the Muslim religion. When Raffles came to Singapore he could still see the moat and the base of the defence wall of the former Singapore; and there was at the mouth of the Singapore River a stone with an inscription not yet deciphered when the stone was dynamited to remove it as an obstruction to building. John Crawford, the Resident of Singapore, in his diary in 1822 said that the west and northern sides of the 'forbidden Hill' so called from the tombs of the kings buried there (and now Fort Canning Hill) were 'covered with the remains of the foundations of buildings, some composed of baked brick of good quality.' Chinese coins, relics of the former trade with China, were also found.

When, therefore, the first Portuguese ships came into the Malaysian waters to add its merchants and ships to the already lively trade, Malacca was the port which attracted their attention, and Singapore played little part, even in the history of the Sultanate of Johore-Rhio which was played out in its area. But Singapore had given its title to the Straits which were sailed by more and

more ships. A Dato Raja Negara remained in Singapore, first under the Bandaharas of Malacca, one of whom early in the eighteenth century offered Singapore to a British captain, Alexander Hamilton, and later under the court of Riau, as it was when Raffles came to Singapore. But the greatness and richness of its name and story lived on in history and from them Sir Stamford Raffles who was an assiduous and intelligent student of the Malay language and of Malay history and custom, learned of its 'central and commanding situation once occupied by the capitol of the most powerful Malayan Empire then existing in the East.' He had travelled the area himself and listened at every opportunity to traders' tales of its ports and produce. He was therefore not creating but continuing history when he turned to Singapore as the site for the Settlement-emporium he wished to set up as basis of Britain's new policy of Free Trade in an area in which the Dutch were attempting to enforce their monopolistic and mercantilistic control. Raffles had been Governor of Java when it was taken over by the British Government from the Dutch on the occupation of Holland by Napoleon, but, in the interests of its European diplomacy, Britain restored the Dutch position in Indonesia. Raffles was relegated to Bencoolen on the west coast of Sumatra; but that clearly was on the periphery of the area and did not meet Raffles' ambition or what Raffles considered to be legitimate British interests. But the policy of friendship with Holland was paramount and the British Government would not under-write Raffles' hopes.

It was therefore, without specific instructions that Raffles sailed from Penang early in 1819 to seek his Emporium of the Southern Seas. His objective was clearly defined. 'The Island of Singapore, independently of the Straits and harbours of Johore which it both forms and commands, has on its southern shores and by means of the several smaller islands which lie off it, excellent anchorage and smaller harbours, and seems in every respect most peculiarly adapted for our objects. Its position in the Straits of Singapore is far more convenient and commanding than even Rhio, for our China trade passing down the Straits of Malacca, and every native vessel that sails through the Straits of Rhio must pass in sight of it.'

After surveying the Carimon Islands and deciding against them, Raffles sailed to Singapore and anchored off the mouth of the River on the 28th. On the 30th he signed a treaty with the Resident Temenggong, the *de facto* ruler, giving the right to establish a trading post. The treaty was renewed with both Sultan Hussein of

Johore and the Temenggong on 6th February. By the treaty the port was brought under British control. Raffles set up the establishment as a dependency of Fort Marlborough at Bencoolen of which he was Lieutenant Governor and appointed Major William Farquhar as Resident. Its purpose, he said, was to 'secure the free passage of the Straits and protecting and extending commercial enterprises both of the British and the Native Merchants.'

But he had exceeded his instructions and London were critical of this 'subordinate functionary of Fort Marlborough' who upset harmony in Europe by creating European disharmony in Asia. But a decision to withdraw was as difficult as a decision to advance; and meanwhile the 'ayes' had it in the form of men and ships. In the final settlement with the Dutch in 1824, when Bencoolen was transferred to the Dutch and declining Malacca to the British Government, the British position in expanding Singapore was recognised.

That he had found a prescription for commercial success was shown when within three weeks of his landing, on 1st March, Major Farquhar could report that 'inhabitants are flocking in from every quarter.' Singapore replaced Penang for the trade with the lands and islands to the East; and in November the Resident reported that trade had already opened with 'Siam, Cambodia, Kelantan, Trengganu, Pahang, Borneo proper, Sambas, Pontianak, the Celebes, Rhio, Lingin, Siak, Indragris and Jambi.' Ships trading with Chinese merchants made Singapore their stopping place, and the dominant textile trade both from India and from the new textile mills of the United Kingdom used Singapore as its chief distributing centre. Trade reached a total value of \$1,800,449 in its second complete year ending in April 1821 and \$8,568,172 in the third year and \$12,126,766 by 1825. Of the Settlements, only Singapore could balance its budget. The largest source of imports was from the immediate area and from India. It was already becoming the emporium or shopping centre of South-East Asia.

On the return of Raffles to England in June 1823, Singapore ceased to be a dependency of Bencoolen; and Crawford, the second Resident became directly responsible to the Governor-General of the East India Company at Calcutta. But in 1826, Singapore was brought under the jurisdiction of the Government of the Penang Presidency. When as a measure of economy, under political pressure from the United Kingdom and from Calcutta it was decided to bring the three Straits Settlements under one Resident,

it was not Penang whose trade had been eclipsed or Malacca taken over from the Dutch by treaty in 1824, but Singapore which was selected as the 'most eligible centre of government' because of "its increasing importance, its proximity to Java, as well as to those countries to the eastward from whence the great resort to the island principally arises."

The Straits Settlements remained under the control of the Government of Bengal until 1867 when responsibility was transferred to the Colonial Office in London. This followed the transfer of British power in India from the East India Company to the British Government after the Indian Mutiny in 1853. Singapore merchants were already irked by the distant and increasingly unresponsive control from India. With the decline of trade and final abolition of the commercial monopoly of the East India Company which at least justified a commercial link with Singapore and with the declining part which Indian trade played in Singapore's economy, the argument for a direct link became correspondingly weaker. Although the decision to transfer was made in 1860, the final details were not determined until 1866 and on 10th August of that year a Bill was passed in the British Parliament to approve the transfer, which became effective on 1st April, 1867. When with the increased pressure from merchant interests in Singapore and with the growing pressures of competitive imperialisms in South-East Asia, the policy of intervention in the Malay States was inaugurated, Singapore became the centre of the British operation of that policy. And when the protectorates were established over the Federated and Unfederated Malay States, the title of High Commissioner for the Malay States was added to that of Governor of the Straits Settlements.

More important than these constitutional changes were the changes in China which have constantly and ineluctably affected the development of Singapore since that time. First with the Western break-through into China confirmed by the establishment of Hong Kong, Singapore's position on the high road to China was to increase its commercial and shipping importance. And with the opening of the Suez Canal in 1870, and the contemporaneous coming of the steamship and the opening of the international cable telegraph the importance of the Straits of Malacca as the busiest sea-highway in Asia and of Singapore's position at its southern end was established, adding a new dimension to her focal position for the entrepôt trade of South-East Asia.

But no less important though less well understood was the secondary effect of the Western impact on China in the Taiping rebellion which lasted from 1848–65. This reflected and exacerbated the worsening conditions of the growing peasant population and led to the movement to the ports, to Swatow and Canton and Amoy, where, jobless and poverty-stricken, they accepted the bullying and the blandishments of the emigrant brokers and sailed across the world to wherever the capital of the West sought the essential partnership of labour. It is from this time that Singapore became the centre of the distribution of Chinese labour throughout the British and Dutch territories, and in itself became predominantly a Chinese city, the commercial capital of the Nanyang Chinese who played a crucial part in the economic development of South-East Asia. It is from this time that there has been a constant and direct flow of migrants backwards and forwards still beating to the blood stream of China. Only by migration could the Chinese population be replaced and grow. This has been as crucial in the making of Singapore as the financial and commercial blood-stream beating to the heart of London. The agonies of national re-organisation and its special difficulties in China were reflected in Singapore: Chinese customs and problems were transferred. The immigrants being the most numerous section of the population in Singapore, they lived their own life according to their own ways. And, it should be added, even if it had been decided that they should acclimatise themselves culturally and socially, there was no 'national' pattern of living to which to conform.

In the decade from 1850–60, the total population increased from 52,891 to 81,734 and the proportion of Chinese from 53 to 61 per cent. The opening of the Suez Canal, the coming of the steamship, and the opening of the international telegraph in the 1870's gave a further impetus to Singapore, now on the great international highway for the expanding trade with China and Japan. And with the growing output of Indonesia under the new Dutch policy of fuller control and more intensive development in Indonesia, Singapore was to become the distribution centre for its labour and its products. Population grew from 97,111 in 1871 to 139,208 in 1881, an increase of 43 per cent. This was a Singapore predominantly of men and of transient immigrants and with many of the attributes of a 'frontier town'. 85.8 per cent of the total population, and 93.5 per cent of the Chinese population were males. And thirty years later when the population had grown to 185,117, there were only 21,462 women in Singapore: 76.5 per cent of the total and 82.4

per cent of the Chinese population were men. In 1881, when the population was 139,208, only 9,527 had been born in Malaya, only 8 per cent were under 16 years of age while 56 per cent were men between the ages of 21 and 45. In 1888, only 2,799 children were born in Singapore (including the first to be born in a hospital) as many as were born in 14 days in 1957. Of these babies the Malays exceeded the Chinese in number. On the other hand, life was hard and uncertain, the death rate was 45.3 per thousand with 39 per cent of the deaths in the age groups from 25-44; and the infantile mortality rate was 377.59 per thousand. The majority of deaths were either below the age of one or between the ages of 25 and 34. Malaria and cholera took their heavy toll. Hospital, education, and welfare services did not exist. In this atmosphere such problems as the secret society and opium were not unexpected. With a small proportion of women, there was no settled home basis for the people, and there was no future as represented by the children. Singapore expanded not through indigenous growth but through the constant flow of immigration which kept active the cultural and political trends of the countries from which the immigrants were drawn. But as the number of women immigrants grew and as more girls were born in Singapore, this disproportion declined. The number of settled families grew and the Straits-born group grew in number and self-consciousness.

After the turn of the century, Singapore inaugurated the modern Malaya of tin and rubber. Finance, promotion and organisation were provided from Singapore which became the world centre of distribution of these commodities and whose port grew in order to handle the exports and the imports required by the expanding economies of South-East Asia. European processes of tin smelting were introduced in 1887. Rubber was successfully cultivated in Singapore and Perak in 1887; and H. M. Ridley, the Director of the Botanic Gardens in Singapore, proved the possibility of commercial cultivation and introduced the method of tapping rubber which enabled Malaya to meet the demand for rubber which came from the growth of the automobile and electricity technologies of the modern world.

This led to a new and larger spurt in the growth of population in which growing immigration and the growing number of children born in Singapore re-enforced each other. Population increased from 229,904 in 1901 to 311,303 in 1911, an increase of 35 per cent to be followed by an increase of 37.5 per cent in the following decade.

The movements of immigrants from China reflected both the conditions of civil war and peasant unrest in South China most affected by the political and economic problems of China, and on the other hand, the rise and fall of the rubber and tin economy of Malaya.

Of decisive importance in the story of Singapore is the Aliens Ordinance of 1932. It was passed in the middle of the world slump which gravely affected Malaya and sought for the first time to control immigration to Malaya by imposing a monthly quota—but only on men. The immigration of women was left uncontrolled. The effect is described in this way by Mr. W. L. Blythe in an article on 'Chinese Labour in Malaya': 'There was no limit to the number of women who could enter Malaya. It was therefore to the advantage of the lodging-houses and ticket agents to encourage the emigration of women to take up these non-quota tickets. As a result, from 1933 onwards until May 1938, when a quota of 500 monthly was introduced for women, ship-loads of Cantonese women—mostly from Shun Tak and Tunk Kwun Districts—came to Malaya. Their ages ranged between 18 and 40 years. In the five years 1934–38 there was a migrational gain to Malaya of over 190,000 female Chinese deck passengers. The majority of these women were peasant women, workers who have entered the rubber and tin industries, the building industry and factories. They have settled here and many of them have married.'

An immigration which had always been treated as temporary was on the way to becoming permanent. The new immigrants married in Singapore, and their children were born in Singapore, and became automatically by law citizens of the territory. The instincts of home and the outlook to the future symbolised by the children turned Malaya-wards and family ties with Malaya were to challenge family ties with China and India. The Japanese occupation which froze migration, and which made Malaya the country for which the people suffered, confirmed this inward-looking trend. The Singapore Fortress had fallen to the Japanese on 12th February, 1942, and remained under Japanese occupation until 5th September, 1945, when the forces of South-East Asia Command under Lord Louis Mountbatten recovered Singapore after the defeat of the Japanese in Burma by his forces and the over-all surrender of the Japanese Government after the bombing of Hiroshima.

Until 31st March, 1946, administration was taken over by the British Military Administration which, anticipating the future separation of Singapore from Peninsular Malaya, treated Singapore as a separate unit. But it was a different Singapore to which the

British regime was restored. The recovery of Britain never erased the effect on British prestige of the defeat in the Battle of Malaya; with British protection withdrawn, the people had to face their own individual problems and make their own decisions during the Japanese occupation; many had greater responsibilities under the occupation and could measure their own abilities and experience against that of previous colonial administrators. The freedom restored after the Japanese occupation was social and economic as well as political and would not confine itself to a restoration of the *status quo ante*. Sacrifices had established new bases for rights. The part played by the guerillas, who had mainly been Chinese and Communists, raised the issues of the place of the Chinese in the new Malaya, and raised the question of the economic pattern of the new Malaya. Finally the rehabilitation of Singapore was a joint endeavour in which all races played their part. The new Singapore reflected a very different balance of power and ability than that of pre-war Singapore. The new climate in Asia represented by Nehru in India and Soekarno in neighbouring Indonesia set a new political climate, while the bitter conflict of K.M.T. and Communist in China reflected itself among the China-born community in Singapore who were directly and emotionally involved in the dispute. While, therefore, the aim of British policy was a gradual and educational transfer of power, it thought mainly in terms of the Straits-born group, who alone had citizenship rights at the time. It under-estimated the more intense and increasingly Malaya-directed activity of those more recently and directly influenced by events—natural and ideological—in China. The dynamic and direction of this group was given less by the non-citizen parents and more by their children in the Chinese-language schools who were potential full citizens by birth and whose political actions did not wait the adult achievement of the political power of the vote they would inherit at the age of 21.

British policy for Singapore was outlined in a White Paper which was laid before the British Parliament in January 1946 and set out the policy for a Malayan Union on Peninsular Malaya. Singapore was, in consequence, to become a separate Colony, but, it was added, it was 'no part of the policy of His Majesty's Government to preclude or prejudice in any way the fusion of Singapore and the Malayan Union in a wider union at a later date should it be considered that such a course were desirable'. In confirmation of this attitude, three proposals were made; first, common arrangements between the Malayan Union and Singapore on matters of

common concern; secondly, a joint 'Malayan Union Citizenship' for which residents of the Malayan Union and Singapore would be eligible; and thirdly, the appointment of a Governor-General with powers of co-ordination and direction.

Civil Government was restored on 1st April, 1946. The Straits Settlements ceased to exist constitutionally. Penang and Malacca were merged with the nine Malay States in the Malay Union, and Labuan was incorporated, after a further period of military administration, in North Borneo in July. The separation of Singapore was the result of two forces; first, the growing importance of the Singapore base and the special political problems which it raised; and secondly, as the Malayan Union had reduced the powers and status of the Sultans, and had given greater citizenship rights to the Chinese, it was felt that the Malayan Union would be more acceptable to the Malays if the predominantly Chinese and more politically active Singapore were temporarily given separate status. But even when the success of U.M.N.O. and the opposition of the Sultans to the Malayan Union led to the decision to replace the Malayan Union and restore the position of the Malays in a new Federation, gave the opportunity for re-consideration, the separation of Singapore was not, in fact, reconsidered.

On the restoration of civil government all constitutional powers lay with the Governor, Mr. Franklin Gimson, but the Order in Council of 27th March, 1946 which established Singapore as a separate Crown Colony, provided for a provisional advisory council pending the establishment of an Executive and a Legislative Council with a membership which would 'ensure full and effective representation of the various sections of the community.' The Royal Instructions to the Governor on the same day enjoined the 'minimum of delay' in creating this constitution. On 11th April, at the first meeting of the Advisory Council which had seven official and ten unofficial members, all nominated, a committee was set up to recommend the form of the Legislative Council. In its report submitted on 8th August, 1946, it recommended that of the nine elected members, three should be elected severally by the three Chambers of Commerce, and the remaining six by popular election from two two-member constituencies in the municipal area and two one-member constituencies in the rural area. The committee decided against communal electorates because 'the whole aim of the new constitutional proposals is to build a sense of common political responsibility among the citizens of Singapore.'

Those eligible to vote would be citizens of the U.K. and the Colonies, over 21 years of age and of one year's residence in Singapore. There would be no disqualification on grounds of sex, literacy or property. Registration would be voluntary. These proposals were incorporated in the Legislative Councils Elections Ordinance passed in July 1947. The final form of the Council had been announced in May 1947 by the Secretary of State for the Colonies. It would include, under the Presidency of the Governor, the four ex-officio members, (the Colonial Secretary, the Financial Secretary, the Attorney-General and the President of the Municipal Commissioners), five nominated officials, four nominated un-officials, and the nine elected members. While, therefore, the officials were in a minority, the nominated members formed the majority, assuring legislation and finance to a government of permanent and politically irremovable administrators.

Electors were registered from 16th August to 26th September, 1947. The Malayan Democratic Union, the only organised political group at the time, decided to boycott the registration and the election, thus abandoning the opportunity the new Council would have given them of stimulating political interest and shaping ideas along the national and democratic lines of their policy. The beginning of the Emergency in June 1948 and the restrictions on public political activity which followed denied them a second chance.

Singapore's first elections were held on 20th March, 1948, 13,458 of the 22,395 electors casting their votes. Of the six members elected from the territorial constituencies, three were members of the Progressive Party. The Legislative Council was inaugurated on 1st April, 1948. In spite of the heavy official majority, the work of the Council taught parliamentary procedures not only to the members, but to the public through the Press reports of the debates. At this time the ten members of the Executive Council whose functions were purely advisory were nominated; and control of the Civil service, including appointments and promotions was centred on the Colonial Secretary and through him on the Governor who held the final responsibility. In anticipation of the triennial election in 1951, the Legislative Council on 21st March, 1950, resolved to ask the Secretary of State for the Colonies to add three more popularly elected members to their numbers. This request, along with the right to appoint a Deputy President who would be an unofficial member, was agreed to in the Order in Council of 21st December, 1950. The thirteen ex-officio and nominated members, even without the votes of the President, retained their majority

over the 12 elected members. The electoral register continued to be based on voluntary registration and electors had reached the number of 48,155 before the 1951 election.

The second general election was held in March 1951. Twenty-two candidates contested the nine seats. 52 per cent of the electors voted. Of the nine popularly elected members, six were members of the Progressive Party and two were members of the Labour Party which also, at a bye-election, won a third seat when the Independent member elected in the general election vacated her seat. Both parties were non-communal. The constitution had been amended to allow the election by the unofficial members of two of their number to sit on the Executive Council. Both were Progressives. The Governor announced that should all the unofficial members of the Executive, now increased to six out of a total membership of 12, vote against him he would not make use of his reserve powers except in situations where as President of the Legislative Council, he would have to make use of them. Throughout this period, the ex-officio and nominated members of the Council were in the majority, but if there was to be a further increase of the elected members to 15, bringing the total membership up to 29, the official government could not guarantee control of the Council and ensure the essential legislation and finance of government. It became necessary, therefore, to introduce responsible cabinet government if progress towards self-government were to continue. The reports of two Committees of the Legislative Council on constitutional and electoral reform which had recommended an increase membership of the Council and in the electorate were too restricted by their terms of reference, to meet the need for change. The life of the sitting Council was extended for one year and a Commission was set up in 1953 to make recommendations for the new constitution. Apart from the Chairman, Sir George Rendel, after whom the constitution was named, all other eight members were drawn from the Legislative Council, five chosen by the Unofficial members and three by the Governor.

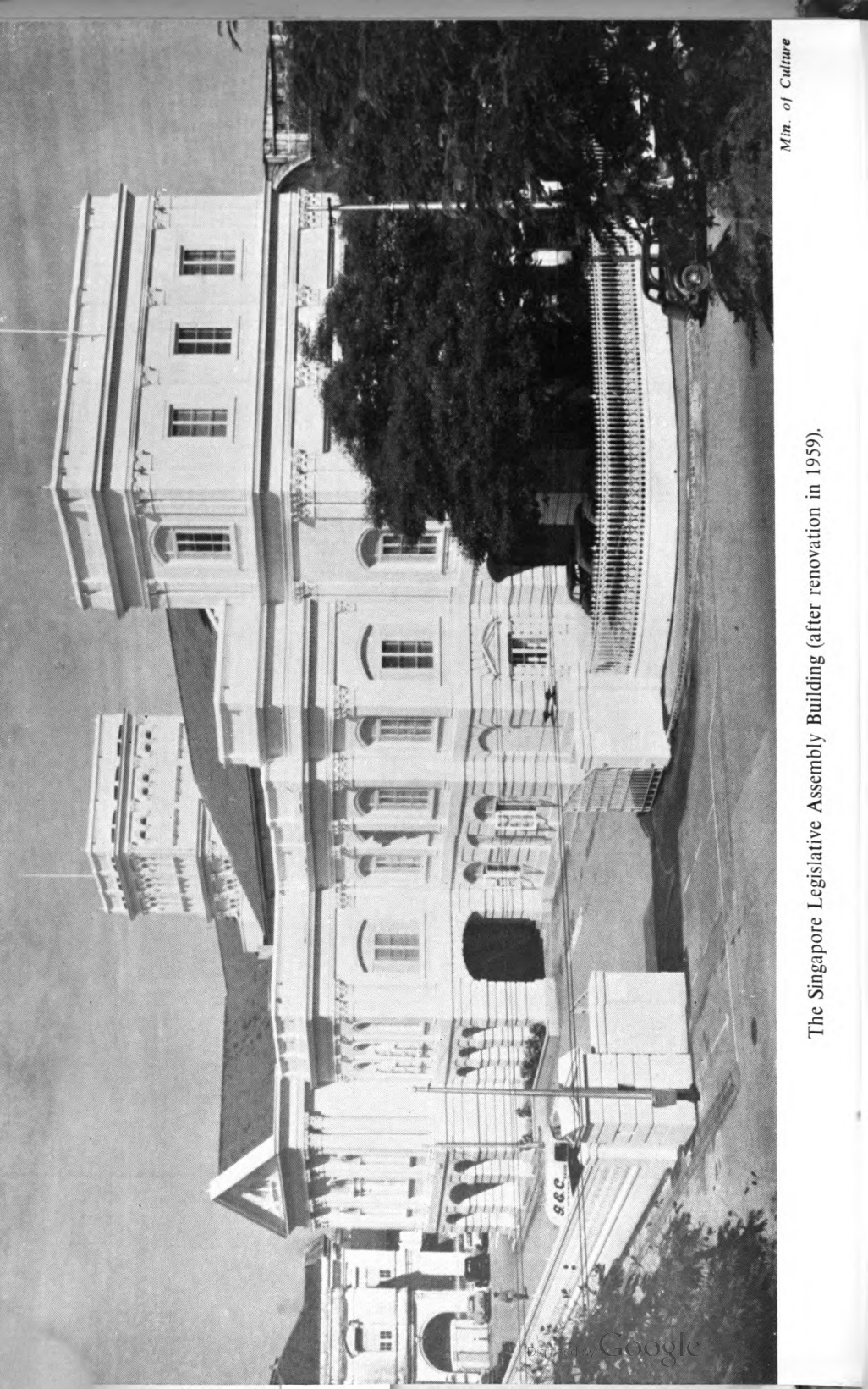
The Commission made its report in February 1954. Apart from the minority proposal of a second legislative house, the substance of the Commission's report was accepted by the Secretary of State for the Colonies, and formed the basis of the constitution set out in the Order in Council made on 1st February, 1955. The basic electoral qualification continued to be citizenship of the U.K. and the Colonies but as only some 25 per cent had taken the initiative to register they would now be automatically registered from the

With the coming into operation of the Singapore Constitution on 3rd June, 1959, Singapore achieved full internal self-government after 140 years of British rule. External defence and external affairs except in cultural and commercial matters are still within the jurisdiction of the United Kingdom Government.



*Straits Times*

The Legislative Assembly has 51 members. The Cabinet of 9 Ministers are selected from members of the Assembly. Picture shows the opening of the first session of the Assembly on 1st July, 1959.



The Singapore Legislative Assembly Building (after renovation in 1959).

data included in the counterfoils for identity cards. This brought the total electorate from 75,000 to 300,292, giving predominance to the Chinese-educated and increasing the women's vote from 8 to 50 per cent. The Chamber of Commerce representation and the nomination of officials were dropped. Each of the 25 constituencies into which the island was divided would return one member. The Chief Secretary, the Financial Secretary and the Attorney-General would be ex-officio members. The remaining four members would be nominated by the Governor at his absolute discretion. A Speaker nominated by the Governor would preside. Responsible to this Assembly would a Council of Ministers presided over by the Governor, and including as members, the three ex-officio members of the Assembly, and six unofficial members of the Assembly only one of whom could be a nominated member. Each Minister had his separate portfolio. The reserved powers of the Governor remained.

The old Supreme Court, Singapore's oldest building was reconstructed as the Assembly House and was opened on 7th July, 1954. Later in the year, Sir George E. N. Oehlers was selected for appointment as Speaker. In anticipation of the substantial increase in the electorate and the substantial powers which would lie with the new Government, new parties were formed towards the end of 1954 to challenge the position of the Progressive Party. A coalition of left-wing and Trade Union groups formed the Labour Front, and the P.A.P. was formed on a platform of socialism and anti-colonialism. Early in 1955, the Chinese Chamber of commerce decided to enter politics and formed the Democratic Party to challenge the Progressive Party. Both the U.M.N.O./M.C.A. and the Singapore Malay Union fought separately. The Malays as well as the Right and Left Wing groups were therefore divided. In order to allow as much electoral activity as the continuing Emergency situation allowed, the police restrictions on public meetings were relaxed.

The last colonial-type Legislative Council was dissolved on 5th February. After an excited but orderly campaign, the election was held on 2nd April, 1955. Seventy-nine candidates—69 representing six parties, and ten independents—contested the 25 seats. 53 per cent of the electorate voted—6½ times the number who had voted in 1951. The outcome of the election brought a majority of Assemblymen to the Left-Wing parties, the Labour Front, with 26.3 per cent of the votes, won ten seats and the P.A.P. won three of the four seats they contested, with clear majorities, making 13 out of the

25. The Democratic Party split the votes of the Progressive Party. Although both together polled 44.1 per cent of the total votes, the Progressives won four seats and the Democrats two. These two groups were later to combine to form the Liberal Socialist Party. The Labour Front under Mr. David Marshall, as the largest single party, was asked to form a government. They did so in alliance with the three members of U.M.N.O./M.C.A./S.M.U. Alliance and with the addition of two Labour Front members nominated by the Governor. These with the three ex-officio members constitutionally required to support the Government gave the Government 18 votes in the Assembly of 32. The Speaker had no vote. Singapore's first ministers were sworn in on 7th April, 1955.

The events of 1955 were to prove the substance of the break-out from the Emergency regulations and the break-through to conditions in which the dynamic and direction of future movements would be determined in Singapore. Led by the Singapore Shop and Factory Workers' Union there was a resurgence of trade union activity after the enforced inactivity since the outbreak of the Emergency. This not only brought new membership and new success in wage increases, but growing political challenge to the Colonial Government in its final phase, even to the extent of defiance and violence.

The Labour Front Government set up a Commission on the Malayanisation of the Public Service, the public sessions of which spelled out the practical implications of the changing pattern of power in Singapore. Mr. David Marshall, the Chief Minister, seizing on the issue of the refusal of the newly-arrived Governor, Mr. Robert Black, to accept his proposals for four Assistant Ministers, he persuaded the Assembly in August 1955 to vote for an immediate advance to self-government. The dispute was referred to the Secretary of State for the Colonies, Mr. Alan Lennox-Boyd, during his visit to Singapore in September 1955 during a tour of South-East Asia, and he agreed that the Governor's discretion in accepting the advice of the Chief Minister under the constitution should be withdrawn except in the case of proroguing and dissolving the Assembly. He also agreed that an All-Party Mission should go, ahead of the anticipated time-table, to London in April 1956 after one year's experience of the working of the Constitution, to consider amendments to allow further substantial progress towards self-government. In preparation for the visit of the Mission, a Mass Signature Campaign and a Mass Rally were organised to demonstrate Singapore's eagerness and readiness for advance, and, at the

invitation of the Singapore Government, an All-Party delegation from the House of Commons visited Singapore in March 1956 to make their own assessment of the situation. Following meetings of members of all the elected groups in the Assembly, the Legislative Assembly on 5th April defined their brief: 'to seek forthwith for Singapore the status of an Independent Territory within the Commonwealth and to offer an agreement between the United Kingdom Government and the Singapore Government whereby the United Kingdom would exercise control over external defence and give guidance in foreign affairs other than trade and commerce . . .'

The Constitutional Mission, consisting of thirteen Assemblymen representative of all parties in the Assembly, took part in discussions in London from 23rd April to 15th May, 1956. There was a large area of agreement—the Colony would become the State of Singapore: the elected membership of the Assembly would be doubled and the official and nominated element be eliminated: the Prime Minister would preside over the Council of Ministers which would consist entirely of elected Assemblymen: Malayanisation of the Civil Service; a separate Singapore citizenship within the Commonwealth similar to that of a fully-governing member. The practical point on which negotiation broke down was the power of the United Kingdom Government to intervene unilaterally by Order in Council where it would be unable otherwise to carry out its responsibilities for external defence and external affairs. A last minute attempt by the Chief Minister on his own responsibility to re-open negotiation on the bases of laying any Orders in Council before Parliament, of the appointment of a Malayan Governor-General and the transfer of ministerial responsibility in the U.K. from the Colonial Office was not sustained by the delegation.

Following the failure of the talks, Mr. David Marshall resigned his post as Chief Minister on 6th June and two days later Mr. Lim Yew Hock was sworn in as Chief Minister with the same group of Ministers and the same policy. The change of government reflected no change of public mood, particularly among the politically active trade union and leftiest elements who still sought to set the political pace. There were stay-in strikes at the Chinese Middle schools against the authority of schools and government alike. Police action to clear the schools were resisted and the schools received the support of the Shop and Factory Workers Union. As a result of the rioting which followed, a curfew was imposed from 26th October to 2nd November, and the leaders of both groups were detained under the Preservation of Public Security Ordinance.

These events had established the fact that the next two years were to be years of constitutional preparation for the next and now accepted step towards self-government and of political preparations to decide which party with which leadership and which policy could achieve the reconciliation of the forces, whose divergence had so far been illustrated, in an agreed pace and direction of policy.

In February 1957 All-Party preparations for a renewed approach to the Colonial Office began. Agreement was reached on the special position of the Malays, and, on 5th March, the All-Party Mission were 'instructed' by the Legislative Assembly to 'secure from Her Majesty's Government for the people of Singapore the status of a self-governing state with all the rights, powers and privileges there-to appurtenant in all internal affairs and the control of trade, commerce and cultural relations in external affairs.' It was also agreed that the general election promised for 1957 should be postponed to allow the introduction of Singapore Citizenship and the widening of the electoral register which would follow. The All-Party Mission to London consisted of Mr. Lim Yew Hock and Mr. Chew Swee Kee for the Labour Front and Che Abdul Hamid bin Haji Jumat for the U.M.N.O., Mr. Lee Kuan Yew for the P.A.P. and Mr. Lim Choon Mong for the Liberal Socialists. After the talks, which lasted from 11th March to 11th April, agreement was reached with the Colonial Office, the proposal of an Internal Security Council resolving the fundamental disagreement over internal security. One discordant note remained in the unilateral insistence of the Secretary of State for the Colonies that those who had been detained under the Preservation of Public Security Ordinance should not be eligible for membership of the first Legislative Assembly under the new constitution, a provision 'noted with regret' by the delegation. Mr. Marshall's back-bench opposition to the agreement led to the resignation of Mr. Lee Kuan Yew and Mr. Marshall from the Assembly. Mr. Marshall retired from politics but Mr. Lee Kuan Yew fought a bye-election on the issues involved in the agreement and was successfully returned by his constituency. The P.A.P. leadership in August surmounted an extremist attempt within the party to replace them, and their policy of an 'independent, democratic, Socialist non-Communist Malaya.'

The groundwork of advance was also laid in the implementation of the Malayanisation policy and the passing of the citizenship legislation. A new Public Service Commission with executive powers was set up in January 1957, and they appointed Malaysians

## GENERAL ELECTIONS

On 30th May, 1959 the citizens of Singapore went to the polls to elect their representatives to the first fully elected Legislative Assembly. Voting was compulsory and the vote was secret. Of the total electorate for the 51 constituencies of 587,797, 527,919 persons voted.

*Right—Advance publicity . . .*

*Bottom—At the polling station . . .*

*Min. of Culture*





Min. of Culture

Top—In the queue . . .  
Bottom—Choosing the candidate . . .



to replace the expatriates as Permanent Secretaries to all Ministries. The Citizenship Bill, which was passed on 16th October, established the new Singapore Citizenship not only for those born in Singapore but for citizens of the United Kingdom and the Colonies of two years' residence and others of eight years' residence. Registration was carried out from 1st November, 1957 to 31st January, 1958. During this period 325,000 new citizens were created, bringing for the first time the majority of the resident adults on to the register of citizens and later of electors, and establishing the Chinese-educated as the majority of the electorate who would determine the outcome of the coming general election.

With the passing of the Education Bill in November 1957, after six months' gestation in the Legislative Assembly, the final legislative steps were taken to make the Chinese schools equal partners within a national system of education and so remove the isolation and frustration which had been a major obstacle to the unity which was essential to any stability of political progress.

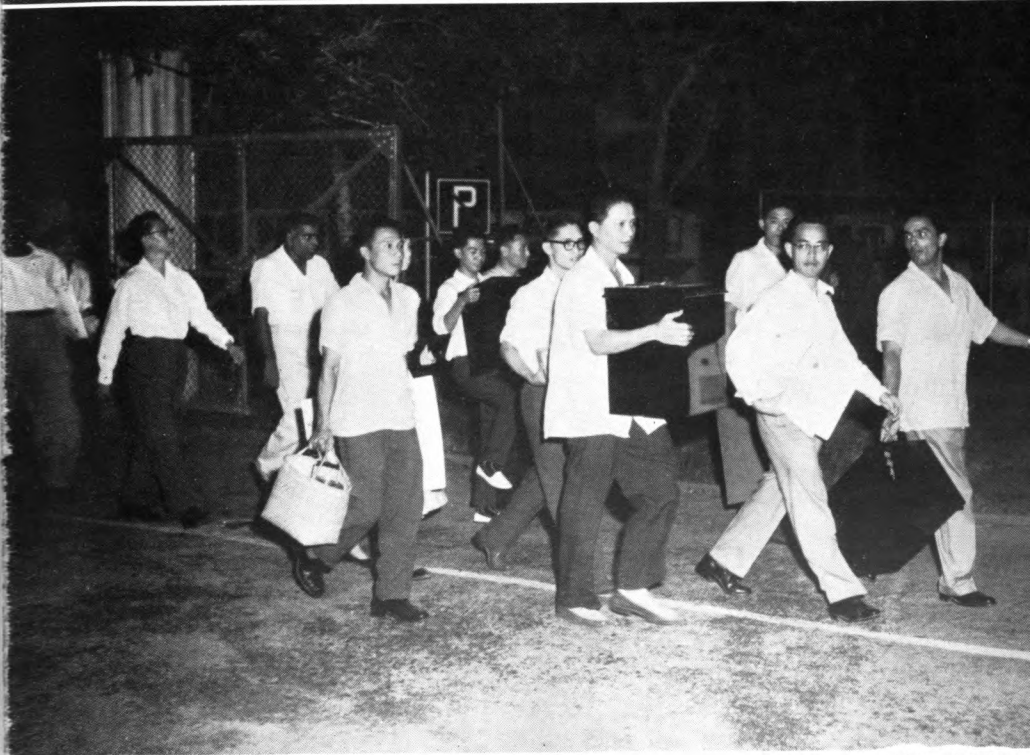
The constitutional developments were not considered in isolation but for the importance of leaving the way open to full association with the Federation was constantly in mind. This was publicly expressed in the message from the Legislative Assembly on 21st August, 1957 to the Federation Government on the achievement of *Merdeka*. It spoke of the 'prime interest of both peoples to merge into a single political unit within which, as one people with one outlook and purpose, all may share the joy and fruits of that happy state of *Merdeka*,' and concluded: 'We of Singapore look forward to that day when our strength will be added to your strength and our separation will be ended; and we can proudly go forward together to make our joint contribution in human welfare, economic prosperity and political strength to the great and distinctive service of Asia to the modern world.—*Merdeka*.'

In December 1957 were held the elections for the first fully-elected City Council. The elections for the three parallel rural district Councils were postponed. The City Council election was a keen one. The electorate had increased in number from the 50,000 of the 1953 elections for the partly elected Council to the 500,294 which included residents without citizenship qualifications and represented the largest electorate up to that time. Eighty-one candidates contested the 32 seats. The P.A.P. won the largest number of seats, 13 out of the 14 they contested, the remaining 17 being divided between four parties and two Independents. Mr. Ong Eng

Guan, the leader of the P.A.P. in the City Council and the Party Treasurer, was elected as the first and as it was to prove the only, Mayor of Singapore. Not only a new party but a new popular idiom and a new generation had taken over the fully-elected City Council. It was the first P.A.P. experience of power and the first public demonstration of fully representative government. It also defined in practice the need to find a balance between political enthusiasm and administrative efficiency both of which were in public demand to meet public needs. None of these problems, however, were to be resolved at local government level, but the lessons were relevant for, and were to be applied in, the State government of the future.

During 1958 the final steps were taken towards self-government. Citizenship registration ended at the end of January. The All-Party Mission with the same membership as in 1957 went to London in April 1958 and signed the final agreement on 28th May. The general pattern of the constitution now firmly including the Internal Security Council was finally adopted, the Federation Government having confirmed their readiness to play their part. Special emphasis was laid in the Preamble to the constitution on the obligation to protect minority interests and particularly those of the Malays as the indigenous people of Malaya. The State of Singapore Bill enabling the new constitution to be promulgated passed smoothly through the U.K. Parliament and received the Royal Signature on 1st August; and the Constitution Order in Council was finally laid before Parliament on 27th November.

Meanwhile, the party alignments crystallised out for the coming election. On his return at the end of June from the constitutional talks in London, Mr. Lim Yew Hock publicly proposed a United Socialist Front. During a City Council bye-election in the Kallang constituency, the Liberal Socialists offered to support a Labour Front candidate against the P.A.P. candidate. In spite of this combined opposition the P.A.P. won the seat. This united the opposition in City Council and the heightened temperature led to two attempts by the Mayor to persuade the Council to dissolve itself. In November, the Singapore People's Alliance was formed from members of the Labour Front, Liberal Socialists and Workers Party, though each party continued its independent existence and was to fight the 1959 election. In the Legislative Assembly in December, four Liberal Socialist Assemblymen joined the Government benches, giving the Government a majority of members for



Min. of Culture

Top—Casting the vote . . .  
 Bottom—Off to the count . . .

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Victory smiles.

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*See Tho*

the first time. Meanwhile, the P.A.P. was re-organised on a cadre basis and its policy was re-defined in an Anniversary Souvenir spelling out the detailed implications of its policy of an independent, democratic Socialist non-Communist Malaya.

During 1958, a number of Bills such as the Immigration Bill and a series of bills to encourage indigenous industrialisation, were passed in conformity with the new status the new constitution would confer. The P.P.S.O. was renewed for one year to allow the new government under the new constitution to take a new look at the problem of internal security and the powers required by the new state to maintain it. The most outstanding event in the public mind was the ceremonial opening of the Nanyang University on 30th March towards which taximen and trishaw drivers and hawkers, as well as towkays, had made their contribution in good faith. Legislative recognition was given and the first steps taken to set up an international commission to assess the quality of the degrees the new University would confer.

If then Singapore at the end of 1958 was looking inward and forward rather than outward and backward, it was nevertheless knitting up the skeins of its history for with the passing of the Citizenship Bill and the new powers of citizenship under the new constitution, the ground was set for a major experiment of fusion of races and cultures, in circumstances unique in modern history and of significance throughout South-East Asia.

#### THE ADMINISTRATION

##### *The Civil Service*

The new P.A.P. Government was sworn into office on 5th June, 1959. The nine Cabinet members and the portfolios are as follows:

Mr. Lee Kuan Yew	... Prime Minister.
Dr. Toh Chin Chye	... Deputy Prime Minister.
Mr. Ong Eng Guan	... Minister for National Development.
Inche Ahmad bin Ibrahim	... Minister for Health.
Dr. Goh Keng Swee	... Minister for Finance.
Mr. K. M. Byrne	... Minister for Labour and Law.
Mr. S. Rajaratnam	... Minister for Culture.
Mr. Ong Pang Boon	... Minister for Home Affairs.
Mr. Yong Nyuk Lin	... Minister for Education.

The Government directly employs a total of about 30,000 persons in its service. In addition, there are about another 2,700 who are on pension.

Government employees are classified into four divisions. Division I includes the administrative and professional grades; Divisions II and III the executive, clerical and technical grades; and Division IV consists mainly of manual workers. These are all monthly-paid employees but there is, in addition, a large number consisting mainly of manual workers employed on public works who are paid at daily rates. The daily rated employees make up about one-third of the total number of Government employees.

For most of the grades in Government service, there are approved Schemes of Service and appointments and promotions are made in accordance with these schemes. Except for the daily rated employees, all appointments and promotions are made on the advice of the Public Service Commission constituted under the Singapore (Constitution) Order in Council, 1958. The Chairman and four other members of the Commission are appointed by the Yang di-Pertuan Negara acting in his discretion after consultation with the Prime Minister. Appointments and promotions in the daily rated employees' grade are made in accordance with the Code of Wages and Conditions of Service of Daily Rated Employees.

During the year ending 1959, the Public Service Commission advised on appointments and promotions in respect of 2,634 vacancies in Divisions I, II, III and IV. A total of 201 candidates were interviewed for 187 posts in the senior grades which included all vacant posts in Division I and 18,804 applications were considered for appointments to Divisions II, III and IV. The Commission also advised on proposals to amend existing Schemes of Service, on acting and temporary appointments and on disciplinary action with respect to public servants. Advice as to disciplinary action against 113 serving officers was sought leading to 85 of these being subsequently dismissed or otherwise punished.

### *Re-organisation*

In the interests of increased administrative efficiency, the Government decided to set up an Organisation and Methods Branch, within the Ministry of Finance, to examine questions of methods of working and organisation in Government departments and, on the basis of such examination, to advise on the re-organisation of these departments.

This new branch was set up in the middle of the year with the assistance of two Organisation and Methods officers from the United Kingdom Civil Service. Three other local Civil Service officers were given appropriate training and, with this staff, the Organisation and Methods Branch settled down to its survey and advisory tasks.

Although the branch works only at the request of departmental heads, and even then only in an advisory capacity, a willingness has been shown to make use of the service and to accept the recommendations made. A supervision of the many types of forms used by Government departments has been instituted and the Branch is accepting increasing responsibility as a consulting authority on questions of office machinery and equipment.

Despite its comparatively recent establishment as a proposed permanent feature of the machinery of Government, the Organisation and Methods Branch received sufficient 'orders' by the end of 1959 to keep it busy for many months into 1960 and from the enquiries received by the Branch, this state of affairs seems likely to persist.

### *Malayanisation*

The Malayanisation Policy continued to be applied throughout the year. This Policy was implemented with effect from 1st January, 1957, in accordance with the recommendations contained in a White Paper (No. Cmd. 65/56) which was approved by the Legislative Assembly in December 1956.

Expatriate officers continued to retire at a rate higher than anticipated but suitably qualified local officers have been found to replace them in the majority of cases. On the whole, the implementation was carried out smoothly and successfully.

### *Staff Training*

An important resultant of the Malayanisation Policy is the need to obtain the services of suitably qualified and experienced local persons, especially in senior, professional and technical posts. To facilitate the speedy implementation of this declared policy of replacing expatriate officers with local men and women, a programme of staff training was originally instituted.

This programme of staff training continued to be effective throughout 1959. However, apart from the usual fellowship, scholarship and training courses undertaken by officers, a new

feature of staff training was the setting up of a Political Study Centre.

The Political Study Centre was inaugurated on 15th August, 1959 by the Prime Minister who defined its purpose in his opening speech:

The purpose of this Study Centre is not only to stimulate your minds but also to inform you of the acute problems which confront any popularly elected Government in a revolutionary situation. Most of these are problems that face the whole region. Once the problems have been posed to you, you will be better able to help us work out the solutions to them, by making the administration more sensitive and responsive to the needs and mood of the people.

The courses themselves were part-time with officers attending in the afternoons from 2.15 p.m. to 6.15 p.m. after a normal morning of work in the office. A standard syllabus was used for each of these courses and it attempted to analyse the political, economic and social problems facing a self-governing Singapore. It also attempted to describe the main streams of political thought and to discuss the developments of the national movements in Asian countries and the problems of the Asian Revolution. Periods were also set aside for discussions and for the preparation and reading of seminar papers.

Housed at No. 4 Goodwood Hill, the Study Centre is headed by a Director, who is a Civil servant, and is provided with lecture and seminar rooms, a reading room and a library. It opened its doors to the first course for Civil servants on 17th August, 1959 with an enrolment of 19 students. This first course lasted for two weeks but subsequent courses were of 17 days duration each.

By the end of the year five separate courses, in sequence, had been conducted with a total of 115 officers from 33 different departments attending. Officers came from Division I and Superscale grades and were drawn from all the different Ministries.

In addition to the five courses conducted, another regular feature of the Study Centre was the holding of general lectures, on Saturdays, for all senior officers. Altogether twelve such general lectures were organised with attendances averaging 100 each time. Most of the speakers were Ministers, including the Prime Minister, Parliamentary Secretaries and Political Secretaries who spoke on various aspects of political and cultural developments in Singapore, particularly in relation to the Civil Service and what it can do.

Apart from the Political Study Centre, the Government Staff Training Centre also continued its activities and carried out a full programme of induction and vocational courses during the year. Two new courses were also designed and conducted for School Principals and members of the Legislative Assembly.

An analysis of the officers who underwent various such training courses at the Staff Training Centre in 1959 is shown below.

<i>Type of Course</i>	<i>Duration of Course</i>	<i>Number of Courses Held</i>	<i>Number and Grade of Officers Attending</i>					<i>Total</i>
			<i>I</i>	<i>II</i>	<i>III</i>	<i>IV</i>	<i>Others</i>	
1. Administrative	2 weeks	3	44	—	—	—	—	44
2. Executive ..	2 weeks	1	—	13	—	—	—	13
3. Clerical ..	1½ months	4	—	—	75	—	—	75
4. Clerical Assistant	4 days	1	—	—	18	—	—	18
5. Administrative Course for School Principals ..	2 weeks	1	—	30	—	—	—	30
6. Courtesy Courses	1 day	52	—	51	547	1,009	—	1,607
7. Course of Legislative Assemblymen ..	10 mornings	2	—	—	—	—	24	24
Total ..	—	64	44	94	640	1,009	24	1,811

A review of the policy as regards the granting of awards for overseas scholarships was made in the middle of the year, to ensure that no student proceeded on a course unless the Government was satisfied that the training was essential and not merely desirable. Courses for overseas studies are approved only if training facilities are not available locally and the necessity for such training had been established. By and large the courses of studies were confined to technical and professional training at advanced level. As

a result, the number of officers proceeding for studies on departmental awards for 1959 was reduced as will be seen from the following figures for the last six years:

<i>Year</i>		<i>Scholarships</i>	<i>Fellowships</i>	<i>Training Courses</i>	<i>Total</i>
1954	...	15	—	37	52
1955	...	42	—	58	100
1956	...	65	27	33	125
1957	...	100	59	96	255
1958	...	73	86	96	255
1959	...	10	13	18	41
Total		305	185	338	828

Departmental study awards were supplemented by offers of training from member countries of the Colombo Plan Technical Co-operation Scheme. The countries which have offered training facilities to Singapore under the Colombo Plan for the last three years are listed below:

		<i>1957</i>	<i>1958</i>	<i>1959</i>	<i>Total</i>
Australia	...	32	20	11	63
Canada	...	2	—	—	2
Ceylon	...	1	—	—	1
India	...	3	5	—	8
Japan	...	2	2	1	5
New Zealand	...	11	8	8	27
Total		51	35	20	106

### *Staff Relations*

Consultation and negotiations with staff organisations on matters concerning terms and conditions of service of Civil servants are conducted mainly through joint bodies of representatives of Government forming the Official Side, and representatives of staff organisations forming the Staff Side. The main joint body covering the whole civil service, known as the Singapore Civil Service Joint Council was formed in 1955. In addition, there are nine Departmental Joint Committees which deal with matters of interest to the departments concerned.

The general revision of salaries of the different branches which was begun in 1956 on the lines recommended in the Malayani-sation Policy (No. Cmd. 65 of 1956) was continued during the first half of the year. This general revision was to provide a ladder for the able officer to progress to the highest post in the Civil Service and to amplify the salary structure by reducing the number of salary scales to a few carefully chosen ones which would fit into a rational pattern. However, negotiations on this revision came to an abrupt halt in the middle of the year when interest was switched to the negotiations on the revision in the rates of variable allowances payable by Government. No agreement had been reached by the end of the year.

### III

### POPULATION

**T**HE LAST census of Singapore was taken on the night of 17th/18th June, 1957. The population as enumerated was 1,445,929\* as compared with 938,144† in the previous census taken in 1947. Thus between 1947 and 1957 the population increased 54.1 per cent as against an increase of 68 per cent over the sixteen-year period 1931-47. The prime factors contributing to this rapid increase in the population were a very high and stable birth rate, a very low and declining death rate, and some movement of people into Singapore from the Federation. This was in contrast to the decades before the Second World War when a great majority of the increase in population could be attributed to immigration rather than to the natural increase.

An analysis of the figures among the major groups indicates that the Malaysians and Indians and Pakistanis recorded a greater rate of population growth than the other races.

#### POPULATION INCREASE, 1947-57

<i>Racial Group</i>			<i>1947 Census</i>	<i>1957 Census</i>	<i>Increase, 1947-57</i>	
					<i>Number</i>	<i>Percentage</i>
Malaysians	...	...	113,803	197,059	83,256	73.2
Chinese	...	...	729,473	1,090,596	361,123	49.5
Indians and Pakistanis	...	...	68,967	124,084	55,117	79.9
Eurasians	...	...	9,110	11,382	2,272	24.9
Europeans	...	...	9,279	10,826	1,547	16.7
Others	...	...	7,512	11,982	4,470	59.5
Total			938,144	1,445,929	507,785	54.1

\* Excluding (a) 27,299 non-locally domiciled Services personnel (including United Kingdom-based civilians employed by the Services) and their families; (b) 3,466 Transients Afloat, and (c) 2,619 persons enumerated in Christmas Island which was transferred to Australia on the 1st January, 1958.

† Excluding (a) 25,860 Services personnel in Services establishments; (b) 2,530 Transients Afloat, and (c) 7,517 Japanese surrendered personnel.

With a total population of 1,445,929 in 1957 the State had an overall population density of 6,441 persons per square mile in comparison with 4,179 persons per square mile in the 1947 Census. Based on the mid-1959 population estimate of 1,579,600 the overall population density worked out to 7,036 persons per square mile.

Of the total population of 1,445,929 enumerated at the 1957 Census, 75.4 per cent were Chinese, 13.6 per cent Malaysians, 8.6 per cent Indians and Pakistanis and 2.4 per cent were Europeans, Eurasians, Ceylonese and a number of other races. The cosmopolitan nature of the island is such that few Asian or European races are completely unrepresented. A comparison of the 1947 figures with the mid-1959 population estimates brings out the fact that the racial composition of the population has not altered to any marked extent though the percentages of the Malaysians and of the Indians and Pakistanis have increased over the last two decades. The latter phenomenon is mainly due to immigration. Some 44,000 Malaysians and 42,000 Indians and Pakistanis came into the State in the years 1947-57.

Of the total population in 1957, 762,760 were males and 683,169 were females giving a sex ratio of 1,117 males per thousand females. When compared with the sex ratio of 1,217 males per thousand females in 1947, the 1957 sex ratio shows a marked trend towards a more even sex distribution. This trend is found in the sex ratios of all the principal racial groups. With the exception of the Eurasians, however, all races still had a greater number of males than females. Although the sex ratio of the Indians and Pakistanis has experienced the greatest change in recent years it is still the most abnormal, having more than twice as many males as females.

## POPULATION BY SEX AND SEX RATIO

<i>Racial Group</i>	<i>1947 Census</i>		<i>1957 Census</i>		<i>Sex Ratio Males per 1,000 Females</i>	
	<i>Male</i>	<i>Female</i>	<i>Male</i>	<i>Female</i>	<i>1947</i>	<i>1957</i>
Malaysians	62,264	51,539	103,249	93,810	1,208	1,101
Chinese	387,373	342,100	555,663	534,933	1,132	1,039
Indians and Pakistanis	51,715	17,252	85,988	38,096	2,998	2,257
Eurasians	4,445	4,665	5,676	5,706	953	995
Europeans	5,136	4,143	5,767	5,059	1,240	1,140
Others	4,030	3,482	6,417	5,565	1,157	1,153
<b>Total</b>	<b>514,963</b>	<b>423,181</b>	<b>762,760</b>	<b>683,169</b>	<b>1,217</b>	<b>1,117</b>

An estimate of the mid-1959 population by racial group and sex, based on the 1957 Census figures plus excess of births over deaths plus net migration is as follows:

MID-1959 POPULATION ESTIMATES BY RACE AND SEX

<i>Racial Group</i>		<i>Both Sexes</i> ( <i>'000</i> )	<i>Male</i> ( <i>'000</i> )	<i>Female</i> ( <i>'000</i> )
Malaysians ...	...	217.3	113.6	103.7
Chinese ...	...	1,190.1	604.4	585.7
Indians and Pakistanis ...	...	134.6	91.6	43.0
Eurasians ...	...	12.0	5.9	6.1
Europeans ...	...	12.2	6.4	5.8
Others ...	...	13.3	7.1	6.2
Total ...		1,579.6	829.0	750.6

*Note:*—(1) The Population Estimates exclude the following categories enumerated in the June 1957 Census:—

(a) 27,299 non-locally domiciled Services personnel (including United Kingdom-based civilians employed by the Services) and their families; and

(b) 3,466 Transients Afloat.

(2) Births and deaths of persons within category (a) above are excluded from these estimates.

(3) Figures do not add up to total because of rounding up.

It can thus be seen that the trend is towards a rapidly increasing population as a result of a high birth rate and a spectacular decline in infant mortality over the years. The rapid increase in population particularly among the younger age groups poses many problems, some of which are discussed in the appropriate sections of this and other chapters.

NATURAL INCREASE

The total natural increase—excess of births over deaths—during 1959 was 52,289 as compared with 51,919 in 1958. The crude natural increase rate for 1959 is 33.1 per thousand mid-year

population, which is slightly lower than the rate of 34.3 in 1958. This high natural increase rate is the principal factor that determines the rapid rate of population growth in Singapore.

## NATURAL INCREASE AND CRUDE NATURAL INCREASE RATES

Racial Group	1947		1957		1958		1959	
	Natural Increase	Natural Increase Rates	Natural Increase	Natural Increase Rates	Natural Increase	Natural Increase Rates	Natural Increase	Natural Increase Rates
Malaysians	3,444	30.3	7,350	37.3	8,074	38.9	8,673	39.9
Chinese	24,261	33.3	38,567	35.4	38,576	33.8	38,368	32.2
Indians and Pakistanis	2,209	32.1	4,229	34.1	4,324	33.4	4,316	32.1
Eurasians	275	30.2	285	25.0	275	23.4	270	22.4
Europeans	238	6.8	317	29.3	273	24.0	244	20.0
Others	107	14.2	362	30.2	397	32.3	418	31.3
Total	30,534	32.6	51,110	35.3	51,919	34.3	52,289	33.1
Male	14,723	—	25,584	—	25,923	—	26,061	—
Female	15,811	—	25,526	—	25,996	—	26,228	—
Both Sexes	30,534	—	51,110	—	51,919	—	52,289	—

*Note:*—Live-births of wives of non-locally domiciled Services personnel (including United Kingdom-based civilians employed by the Services) and deaths of the foregoing category of persons and members of their families, are excluded in arriving at the figures of natural increase for the years 1957, 1958 and 1959. The natural increase in this category during the years 1957, 1958 and 1959 was 865, 1,014 and 1,185 respectively.

## BIRTHS

The registration of births in Singapore is compulsory and may be effected at a number of registration centres established for the purpose or at any police station outside the City limits. There is now a greater incentive for people to register births of their children because it is recognised that a valid birth certificate is useful to support applications for entry into schools and Government service, and for citizenship and passports. Indirect evidence tends to support the view that the registration of births is nowadays virtually complete.

## LIVE-BIRTHS AND CRUDE BIRTH RATES

Racial Group	1947		1957		1958		1959	
	Live-Births Occurred	Crude Birth Rate	Live-Births Occurred	Crude Birth Rate	Live-Births Occurred	Crude Birth Rate	Live-Births Occurred	Crude Birth Rate
Malaysians ...	5,473	48.1	9,317	47.3	10,005	48.3	10,463	48.1
Chinese ...	33,629	46.1	46,263	42.4	46,189	40.5	45,799	38.5
Indians and Pakistanis	3,087	44.8	5,020	40.5	5,116	39.5	5,073	37.7
Eurasians ...	359	39.4	360	31.6	362	30.9	341	28.3
Europeans ...	312	8.9	355	32.8	338	29.8	286	23.4
Others ...	185	24.6	442	36.8	485	39.5	502	37.6
<b>Total</b> ...	<b>43,045</b>	<b>45.9</b>	<b>61,757</b>	<b>42.7</b>	<b>62,495</b>	<b>41.3</b>	<b>62,464</b>	<b>39.5</b>
<b>Male</b> ...	<b>22,152</b>	—	<b>31,795</b>	—	<b>32,180</b>	—	<b>32,061</b>	—
<b>Female</b> ...	<b>20,893</b>	—	<b>29,957</b>	—	<b>30,313</b>	—	<b>30,403</b>	—
<b>Both Sexes</b> ...	<b>43,045</b>	—	<b>61,757*</b>	—	<b>62,495†</b>	—	<b>62,464</b>	—

\* Includes 5 unknown sex.

† Includes 2 unknown sex.

*Note:*—Live-births of wives of non-locally domiciled Services personnel (including United Kingdom-based civilians employed by the Services) are excluded from the number of live-births for the years 1957, 1958 and 1959. There were 928, 1,077 and 1,256 live-births in this category during the years 1957, 1958 and 1959 respectively.

During 1959 there were 62,464 live-births as compared with 62,495 in 1958. The crude birth rate fell slightly from 41.3 per thousand mid-year population in 1958 to 39.5 in 1959. This is attributable to the increase in the younger age groups (under 15 years of age) in the population rather than to a fall in the age-specific fertility rate.

## DEATHS

The registration of deaths is compulsory and may be effected in the same registration centres and police stations as the registration of births. Virtual completeness of death registration is ensured by the legal requirement that a death has to be registered before a burial permit may be obtained. Besides, Coroner's enquiries are conducted when suspicion arises that a death has not been due to natural causes.

## DEATHS AND CRUDE DEATH RATES

Racial Group	1947		1957		1958		1959	
	Deaths Registered	Crude Death Rate	Deaths Registered	Crude Death Rate	Deaths Registered	Crude Death Rate	Deaths Registered	Crude Death Rate
Malaysians ...	2,029	17.8	1,967	10.0	1,931	9.3	1,790	8.2
Chinese ...	9,368	12.8	7,696	7.1	7,613	6.7	7,431	6.2
Indians and Pakistanis	878	12.7	791	6.4	792	6.1	757	5.6
Eurasians ...	84	9.2	75	6.6	87	7.4	71	5.9
Europeans ...	74	2.1	38	3.5	65	5.7	42	3.4
Others ...	78	10.4	80	6.7	88	7.2	84	6.3
Total ...	12,511	13.3	10,647	7.4	10,576	7.0	10,175	6.4
Male ...	7,428	—	6,212	—	6,252	—	5,999	—
Female ...	5,081	—	4,431	—	4,317	—	4,175	—
Both Sexes ...	12,511*	—	10,647†	—	10,576‡	—	10,175§	—

\* Includes 2 unknown sex.

† Includes 7 unknown sex.

† Includes 4 unknown sex.

§ Includes 1 unknown sex.

**Note:**—Deaths of non-locally domiciled Services personnel (including United Kingdom-based civilians employed by the Services) and members of their families are excluded from the number of deaths for the years 1957, 1958 and 1959. There were 63, 63 and 71 deaths in this category during the years 1957, 1958 and 1959 respectively.

The number of deaths during the year was 10,175 as compared with 10,576 in 1958. The crude death rate for 1959 stood at the record low level of 6.4 per thousand mid-year population as compared with 7.0 in 1958. This low and declining death rate, coupled with the high birth rate has resulted in the very high rate of natural increase and the rapid rate of population growth mentioned earlier. The declining low death rate is caused partly by the youthfulness of the population, and partly by the stringent public health measures, the increasing use of modern medicine, and the improving standards of living, particularly of housing—which make Singapore one of the most healthy places in the tropics.

## IMMIGRATION CONTROL

Singapore and the Federation of Malaya have all along formed a single unit for the purpose of Immigration Control. Permission to enter one territory normally included permission to enter the other and movement between the two territories hitherto, generally, has been unrestricted. Each territory has its own Immigration Department but the two departments work in close co-operation with each other to enforce a common policy.

Until the introduction of the Aliens Ordinance, 1933, there was no control whatsoever of immigration into Malaya with the result that a large number of labourers, mainly males from China and India, came to Malaya to seek employment. After the depression of 1928 to 1933, the incidence of unemployment made it imperative to exercise some control over immigration. The Aliens Ordinance, 1933, introduced a quota system for the admission of aliens. Under the quota system, females and children were not restricted but the majority of those who sought admission were still males. The Sino-Japanese War in China, however, changed the character of the flow of immigrants into Malaya causing a large number of wives and children, and unmarried women to leave China to join relatives in Malaya. This influx of wives and children, and unmarried women improved the sex ratio of the population. Thus, whilst in 1931 there were 1,713 males per thousand females in Singapore, the ratio in 1947 was 1,217 males per thousand females and in 1957, 1,117 males per thousand females, thus steadily bringing the sex ratio towards normalcy.

The quota system was never effective in permitting selective immigration by which only those immigrants beneficial to the country were admitted. To remedy this as from 1st August, 1953 amendments were introduced to the Immigration Ordinance by which all newcomers were prohibited from permanent entry unless they fell within one or more of the categories specified in the schedule. The purpose was to admit only those who could contribute to the economic and industrial development of the country and who could provide services which were not available locally, as well as families of persons locally-resident and those on special compassionate grounds.

In 1959 further amendments were introduced. The main change brought by the Immigration Amendment Ordinance, 1959 (No. 22 of 1959) was to limit the classes of persons entitled to entry into Singapore without a Permit or Pass to citizens of Singapore only, but reserving a qualified right to Federal citizens. The other classes of persons who, prior to the amendment, had enjoyed a right of entry—such as British subjects born in Malaya, British subjects ordinarily resident in Malaya, British subjects naturalised in Singapore—had their right abrogated. Some other classes of persons who were hitherto entitled to a right of entry—such as diplomats, members of Her Majesty's Forces, members of certain international organisations—are now only exempted from the need

of having a Permit or Pass to enter Singapore by the Immigration Exemption Order, 1959, but have lost their unqualified right of entry.

Another change in the law was the requirement for wives of persons, who had been entitled to a right of entry, to obtain Entry Permits to enter the country. Similarly, children of certain classes of British subjects who had a right of entry up to the age of 18 years under the law before its amendment were required to apply for Entry Permits. These permits were issued only to children under 15 years of citizens of Singapore, or under 12 years of residents who are not citizens.

Further, under the new Immigration Prohibition of Entry Order, 1959, the category of persons hitherto allowed in on Entry Permits if they held contracts of service of two years with a minimum salary of \$500 per mensem was totally abolished. Under the Immigration Regulations, 1959, persons on a contract with an approved firm for a minimum period of two years and on a salary in excess of \$1,200 per mensem can qualify for a new type of pass called the Employment Pass. Under a proviso to the Regulations, a person drawing less than \$1,200 per mensem may be granted an Employment Pass, provided the Controller of Immigration is satisfied that there is no local resident available to do the job.

Another major change to the law is to transfer the exercise of discretion in the admission of persons on special compassionate grounds from the Controller to the Minister.

A further restriction on the entry of persons for permanent residence was brought about by an amendment to the Immigration Prohibition Order, 1959, which came into effect on 1st December, 1959. By this amendment, the wife and child of a resident who is not a citizen of Singapore, can no longer be admitted permanently into the country, although the husband and/or father is a resident here. The Order was amended so that (a) the wife of a citizen of Singapore (not herself a citizen) is not eligible for entry if she has been separated from her husband for more than five years, and (b) the entry of the children of citizens, who until 1st December, 1959 had been allowed to enter if they were under 15 years of age was limited to those under 6 years old.

It is too early to determine the effect of these amendments to the Immigration laws, but a drastic reduction of persons entering for permanent stay in the country will certainly be likely in 1960.

As compared with 1958, the figure for the year 1959 shows a slight increase in the number of Entry Permits issued to immigrants

to reside in Singapore. Whilst in 1958, 5,579 persons were issued with Permits to enter Singapore, the figure for 1959 is 6,073, an increase of 494 persons. Of the 6,073 persons issued with Entry Permits, 4,244 were granted during the first half of the year, and 1,829 in the second half of the year.

Of the 6,073 persons permitted to enter for residence in 1959, 5,014 were wives and children of persons lawfully resident (2,574 wives, 2,400 children) as compared with 4,625 in 1958. Similarly, there was an increase in the number of persons admitted under special compassionate grounds. The majority of the latter were aged parents of local residents. The figure was 1,023 (including 243 fathers, 730 mothers) in 1959 as compared with 868 in 1958, an increase of 155 persons.

As in previous years, the majority of the immigrants issued with Entry Permits were from China and India.

The figures of other categories who were permitted entry for permanent residence are negligible. Only 13 Permits were granted to specialists, e.g. doctors, civil, mechanical and electrical engineers and accountants. Five Permits were granted to persons on the grounds of their being likely to be of economic benefit to Singapore.

The change in the law regarding the admission of contract employees led to the issue of some 679 Employment Passes for 1959 as from 1st May, 1959, when this Pass was introduced. Of this number, 484 were in respect of persons who had entered Singapore prior to 1st May, 1959 and who had been granted one-year Visit Passes for employment. The others were contract employees of the Government or City Council or in private firms with a minimum two-year contract and drawing salaries in excess of \$1,200 per mensem.

Compared with 1958, there was an overall increase of passengers who disembarked or passed through Singapore in 1959. Whilst in 1958 the figure was 252,965, this rose to 270,850 in 1959, an increase of 7 per cent. The biggest increase in the number of passengers, disembarking and in transit at Singapore, was amongst air passengers, the figures showing an increase of 15 per cent over the previous year.

Another noticeable feature of the year was the increased number of prosecutions for illegal entry into Singapore. In 1959, 136 persons were prosecuted for offences against the Immigration Ordinance, as compared with 39 in 1958. With the action taken by the

Indonesian Government against alien retailers in villages, the majority of whom are of Chinese racial origin, there has been a bigger number of illegal immigrants from Indonesia entering Singapore. The number of these illegal immigrants is not known but through the system of national registration whereby persons entering Singapore are required to have Identity Cards or to hold travel documents, illegal immigrants are invariably found out because of their inability to produce documents of identity. These illegal immigrants are prosecuted in the courts and after prosecution, they are repatriated to where they came from or to their country of origin.

The Marine Police and the Customs Department employ their launches and other facilities to assist the Immigration Department in preventing clandestine immigration by peoples from neighbouring countries who are attracted by living conditions in Singapore. In addition, under the Registration of Persons Ordinance, 1955, every person of 12 years of age and over is required to obtain an identity card unless his stay in Singapore is for less than thirty days. The issue of identity cards is linked to the immigration control system, and any person without an identity card and not otherwise cleared by the Immigration Department has to explain his presence in Singapore. The cards are kept up-to-date by provisions in the law that require persons to notify, for endorsement, changes in addresses, loss of cards, etc.

Aliens, other than Chinese and Indonesians, who are resident in the State, are required to register their names, addresses and other particulars with the Registrar of Aliens after fourteen days' stay. In 1959 1,629 new persons were registered. At the end of the year there were 2,385 aliens remaining on the books as residents for over one month and 1,849 aliens were registered while in transit. Hotels are required to keep registers of arrivals and departures of aliens.

As a result of increasing restriction on the entry of aliens since the early 1930's the population of Singapore has become more settled and an increasing proportion of the population is now local born. Figures at the 1957 Census showed that 64.3 per cent of the total population were born in Singapore, 8.6 per cent in the Federation of Malaya and the remaining 27.1 per cent in other countries.

### MIGRATION BETWEEN SINGAPORE AND FEDERATION OF MALAYA

The population of Singapore continues to be slightly affected by the migration of people between Singapore and the Federation of Malaya, the general direction of which during recent years has been from the Federation into Singapore. The exact volume of movement is not known owing to the lack of comprehensive data, but a broad outline of it can be deduced from identity card records, although these records exclude those below 12 years of age. In 1959 there was a substantial reduction in the number of persons migrating from the Federation into Singapore, there being a surplus of 7,980 persons migrating from the Federation into Singapore as against a surplus of 10,520 persons in the previous year. The surplus for the period 1st January, 1949 to 31st December, 1959 amounted to 73,553. A general picture of this internal movement according to racial groups and sex during the year 1959 may be seen from the following table:

PERSONS EXCHANGING SINGAPORE/FEDERATION IDENTITY CARDS IN  
1959 BY RACIAL GROUP AND SEX

Racial Group	Persons Exchanging Federation Identity Cards for Singapore Identity Cards			Persons Exchanging Singapore Identity Cards for Federation Identity Cards			Surplus or Deficit of Persons Exchanging Federation Identity Cards over Persons Exchanging Singapore Identity Cards		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Malaysians ...	2,938	1,842	1,096	1,302	1,018	284	1,636	824	812
Chinese ...	7,755	4,231	3,524	2,530	1,764	766	5,225	2,467	2,758
Indians and Pakistanis	1,986	1,591	395	1,085	969	116	901	622	279
Eurasians ...	70	31	39	38	22	16	32	9	23
Europeans ...	362	103	259	170	96	74	192	7	185
Others ...	55	29	26	61	41	20	-6	-12	6
Total ...	13,166	7,827	5,339	5,186	3,910	1,276	7,980	3,917	4,063

### MARRIAGES

With its diverse religions and racial customs, Singapore has various forms of marriage. The three types of marriages that are solemnized and registered according to existing statute law are civil marriage, Christian marriage and Muslim marriage. Other marriages which are solemnized according to religious and customary rites, though recognized in the courts, are not registered. Complete figures for all marriages contracted during the year are therefore not available.

Under the provisions of the Civil Marriage Ordinance (Cap. 38) which came into force on 1st January, 1941 and which repealed a previous Ordinance of 1899, persons of all races, religions or customs may contract if they wish monogamous civil marriages solemnized and registered in the Registry of Marriages. But civil marriages may not be contracted by two parties if both are Muslims or either one of them is below 16 years of age. The Christian Marriage Ordinance (Cap. 37) which also came into force on 1st January, 1941 and which repealed the same Ordinance of 1899 provides for the registration in the Registry of Marriages of monogamous Christian marriages solemnized by ministers of religion. Ordinarily, a Christian marriage is invalid if either of the parties is below 16 years, but under certain circumstances this minimum age limit may be waived. The number of civil marriages during the year was 2,298 which is an increase of 16.8 per cent over the previous year's 1,968. The number of Christian marriages decreased from 784 in 1958 to 723 in 1959, a decrease of 7.8 per cent.

Race	Civil Marriages			Christian Marriages		
	1957	1958	1959	1957	1958	1959
Chinese ...	1,425	1,692	2,058	326	371	412
Indians ...	135	102	96	81	73	56
Eurasians ...	3	2	6	69	53	37
Europeans ...	61	56	43	159	198	130
Others ...	—	3	3	—	4	4
Inter-Racial ...	81	113	92	95	85	84
Total ...	1,705	1,968	2,298	730	784	723

The new Muslim Ordinance, cited as the Muslim Ordinance, 1957 (No. 25 of 1957) came into force on 25th December, 1958, repealing the old Muslim Ordinance of 1880. The new Ordinance provides for several important changes in regard to Muslim marriages and divorces with the aim of enforcing the law of Islam more carefully and reducing the number of divorces among Muslims. Besides providing for the solemnization of Muslim marriages by *Kathis* and the registration of such marriages in the Registry of Muslim Marriages, it also provides for the establishment of a Muslim Law Court or *Shariah* Court and for the appointment of a Registrar of Muslim Marriages and a Presiding Officer of the *Shariah* Court. Muslim marriages solemnized during the year numbered 2,100 as compared with 2,327 in 1958. The majority of these marriages were contracted by Malays, Indonesians, Pakistanis and Arabs—the main Muslim communities in Singapore.

In December 1959, a Bill was introduced in the Legislative Assembly to amend the Muslims Ordinance, 1957. The amendments are aimed at increasing the powers of the *Shariah* Court. The Court would be given powers to make orders for maintenance, and for the payment of *mas-kahwin* and consolatory gifts as well as for the enforcement of such orders. The intention is to give the Court the powers of a Magistrate's Court and to enable it to appoint arbitrators in cases where application is made for divorce or *nusus*. Another provision requires that the marriage of a person who already has a wife or wives can only be solemnized by the Chief Kathi. The Bill is now under consideration by a Select Committee of the Legislative Assembly.

During the course of the year legislation for a Women's Charter was under preparation. This Charter which is a comprehensive piece of legislation would provide *inter alia* for monogamous marriages and for the registration of such marriages irrespective of race, religion, custom or usage, the only persons to be exempted being Muslims. It is expected that the proposed Bill will be passed early in 1960 with the simultaneous repeal of the Christian Marriage Ordinance and the Civil Marriage Ordinance.

#### NATIONALITY AND CITIZENSHIP

Until the coming into operation of the State of Singapore Act, 1958, on 3rd June, 1959, all persons born in Singapore were British subjects and citizens of the United Kingdom and Colonies. There were, however, large numbers of foreign-born persons on the island. Provision exists in the British Nationality Acts, 1948 and 1958, for the acquisition of citizenship of the U.K. and Colonies by naturalisation in the case of aliens and by registration in the case of Commonwealth citizens. Between 1st January and 2nd June, 1959 (before the introduction of the new Constitution), 297 persons acquired citizenship of the U.K. and Colonies by naturalisation and 371 by registration.

With the introduction of Singapore citizenship this became a more vital and meaningful status to persons resident in Singapore. The Singapore Citizenship Ordinance, 1957, provides for the acquisition of Singapore citizenship by birth, descent, registration or naturalisation. The provisions relating to the acquisition of citizenship by birth, descent and registration were brought into force on 1st November, 1957. During 1959, 70,083 persons applied for citizenship by descent or registration. 12,006 of the applications were approved, 1,700 refused, 10,045 abandoned or withdrawn, while 46,332 were under consideration at the end of the year.

On 1st May, 1959, the provisions of the Ordinance relating to the grant of a certificate of citizenship in respect of whose citizenship a doubt existed was brought into force and up to 31st December, 1959, a total of 51 such certificates were issued.

The provisions relating to naturalisation were brought into force on 2nd November, 1959 and 34 certificates of naturalisation were issued by the end of the year.

Since the introduction of Singapore citizenship 339,214 persons were registered as Singapore citizens by 31st December, 1959. Singapore citizens by birth were not required to register.

All Singapore citizens are British subjects or Commonwealth citizens under the State of Singapore Act, 1958.

## LITERACY

The figures for the 1957 Census (the latest available) show that out of 963,105 persons 10 years of age and over at the time of the census, 503,305 were declared as literate, that is, able to read and write a letter in any one language. The literacy rate in Singapore was therefore 523 per thousand of the population 10 years of age and over.

**PERSONS 10 YEARS OF AGE AND OVER: NUMBER OF PERSONS LITERATE IN ANY LANGUAGE AND LITERACY RATES PER 1,000**

		<i>Number of Persons 10 Years of Age and Over</i>					<i>Literacy rates per 1,000 of persons 10 years of age and over</i>
<i>Race</i>		<i>Total</i>	<i>*Literate in any language</i>	<i>Not literate in any language</i>	<i>Particulars not stated</i>		
<i>Malaysians</i>							
Males	...	67,055	55,021	11,837	197	821	
Females	...	57,708	22,614	34,904	190	392	
	<b>Total</b>	<b>124,763</b>	<b>77,635</b>	<b>46,741</b>	<b>387</b>	<b>622</b>	
<i>Chinese</i>							
Males	...	364,707	228,266	134,732	1,709	626	
Females	...	357,957	105,721	250,624	1,612	295	
	<b>Total</b>	<b>722,664</b>	<b>333,987</b>	<b>385,356</b>	<b>3,321</b>	<b>462</b>	
<i>Indians and Pakistanis</i>							
Males	...	69,163	56,404	12,574	185	816	
Females	...	21,665	11,913	9,663	89	550	
	<b>Total</b>	<b>90,828</b>	<b>68,317</b>	<b>22,237</b>	<b>274</b>	<b>752</b>	
<i>Other Races</i>							
Males	...	13,093	12,722	341	30	972	
Females	...	11,757	10,644	1,080	33	905	
	<b>Total</b>	<b>24,850</b>	<b>23,366</b>	<b>1,421</b>	<b>63</b>	<b>940</b>	
<i>Total—All Races</i>							
Males	...	514,018	352,413	159,484	2,121	686	
Females	...	449,087	150,892	296,271	1,924	336	
	<b>Total</b>	<b>963,105</b>	<b>503,305</b>	<b>455,755</b>	<b>4,045</b>	<b>523</b>	

\*For census purposes, a person was regarded as 'literate' if he could both read and write a letter in any language.

From the above table it will be noticed that the literacy rates were higher for males than for females, the lowest rate being returned for the Chinese who have a literacy rate of 462 per thousand

—the only group whose rate was lower than the average for all races. The highest rate was returned by “Other Races” both for males and females.

It is observed in the 1957 Census that 201,947 persons 10 years of age and over were able to read and write English and 257,482 were able to read and write Chinese. The figures reveal clearly that a large number of the population was able to read and write English while 434,200 persons 10 years of age and over were able to speak Malay. With the exception of Malay and English, a knowledge of the Indian and Chinese dialects was confined by and large to persons of those racial groups. With the emphasis on Malay, the national language, and the programme for adult literacy classes, it is envisaged that marked improvements will be seen by the time the next census is taken.

#### RELIGIONS

A precise enumeration of religions has not hitherto been undertaken. The Malaysians are almost invariably Muslims. Among the Chinese, the majority are Buddhists with a small minority of Christians and an indeterminate number of Taoists and Confucianists. It has been difficult to make any clear distinction between the various common Chinese religions other than Buddhism and Christianity. Most of the Indians are Hindus but there is a substantial minority of Muslims, Christians and Sikhs. Almost all Europeans and Eurasians are Christians. There are also Jews, Parsees and others in Singapore. The various religious groups practise their faiths in their own places of worship free of interference and in complete harmony with their neighbours.

#### GENERAL

Some of the facts and figures in this chapter throw light on the immense problems facing Singapore due to the rapid growth of the population of Singapore which is expected to reach the two million mark by 1966. The major problems include the provision of education for the large and increasing number of children in the school-going age, improvement of literacy rates of the general population, the provision of employment for the great number of youths entering the labour market and the need for more and improved housing and medical facilities. All this necessitates a high rate of social and economic development to keep pace with the rate of population growth so that the relatively high standards of living in Singapore can be maintained and improved.

## IV

## PUBLIC FINANCE AND TAXATION

**T**HE YEAR 1959 had been a period of some uncertainty. The first half of the year was notable for a general attitude of wait-and-see adopted by business enterprises and was a period of comparative stagnation due to the impending elections in May under the new self-governing constitution for the State. The total trade for the first half of the year stood at \$2,787 millions as against \$2,960 millions for the first half of 1958. The value of imports for the second half of the year averaged \$264 millions per mensem as against \$253 millions per mensem for the first half of the year. The value of exports increased to a more marked extent. Exports in the second half of the year averaged at \$243 millions per mensem as against \$211 millions per mensem for the first half of the year. As compared with the similar period last year, trading conditions showed an improvement in respect of imports and exports. This resulted principally from the higher prices of rubber.

The building trade, however, went through a difficult period. Figures on the production of local building material show a considerable decline in 1959 as compared with 1958. Local industries were adversely affected for a variety of reasons. Local rubber footwear suffered from overseas competition. The coconut oil industry was plagued by a shortage of copra imports. Rubber re-milling industry, however, saw more activity as imports of rubber increased consequent on higher prices.

The consumption of electricity and gas maintained the rate of increase shown in the last few years. The consumption of petrol and liquor also maintained the normal expected rate of increase. In the case of cigarettes, the revenue declined, but this was principally due to a switch-over from imported cigarettes to local brands. This developed such a threat to the revenue that it was necessary to introduce in September changes in the import duties on cut tobacco and the cheaper brands of cigarettes in order to arrest the decline in tobacco revenue.

The Budget for 1959 was framed on a standstill basis. This meant that only sufficient provision was entered in the Estimates

for works and services which were considered necessary to maintain the existing Government machinery. The last Government budgetted for a deficit of approximately \$4 millions. A total expenditure of \$268.5 millions was envisaged in the Ordinary Estimates as against a total revenue of \$264.6 millions. The Development Budget was planned at \$42 millions. This was to be financed by \$20 millions from the Ordinary Estimates, \$18 millions from the General Revenue Reserve and \$4 millions from other sources.

Before the general elections in May, supplementary provisions were voted for, totalling \$10 millions. At the same time, revenue from tobacco began to fall in an alarming way due to the transfer of consumer choice from imported cigarettes, on which duty was high, to locally manufactured cigarettes made from cut tobacco, on which the duty was low. A shortfall of \$10 millions on tobacco revenue was expected. If events were allowed to take their course the total deficit, taking both ordinary expenditure and the development estimates together, would eventually amount to \$42 millions. In order to reduce this deficit, economy measures were introduced, including a cut in the variable allowances of civil servants, the cessation of development projects which had not been commenced and the freezing of vacant posts and uncommitted special expenditure.

Action had also to be taken to bolster up the declining revenue from tobacco. While increasing the tobacco duty to check the severe decline, opportunity was taken also to bring the petrol duty to the same level as that obtaining in the Federation. At the same time, a tax on the hiring of films was introduced. All these measures, though they failed to bring revenue to the estimated total of \$265 millions, nevertheless, had the effect of bridging what, at one time, threatened to be a most serious gap between revenue and expenditure. The revised Estimates towards the end of the year show that total expenditure will amount to \$257 millions and revenue to about \$258 millions. Thus it was shown that the measures taken, unpleasant though some of the consequences were, had achieved the objective of placing the finances of the State on a sound footing.

#### FINANCIAL ADMINISTRATION

The Treasury is responsible for the administration of the finances of the State. Under its control are the main revenue collecting departments of Income Tax, Customs and Excise, Estate Duty and Stamp Duty.

Before the beginning of each financial year, an Annual Appropriation Bill is introduced into the Legislative Assembly. The Bill is debated in the Committee of the whole Assembly before it is passed. During the ensuing financial year, whenever supplementary provision is required, financial motions are placed before the Assembly. These motions are debated in Committee of Supply and passed by the Assembly. The supplementary estimates approved are subsequently incorporated in a Final Appropriation Bill which is introduced as soon as possible after the end of the year.

An Estimates Committee is appointed under the Standing Orders of the Legislative Assembly. The functions of this Committee are to examine the estimates of expenditure contained in the schedule to the Appropriation Bill and to suggest the form in which they might be presented or to report on any economies consistent with Government policy which might be affected. The Estimates Committee is not a policy-making body but is only concerned with the details of expenditure.

Expenditure, sanctioned during the year by the Appropriation Bill and financial motions, is audited at the end of the year by the Director of Audit. The Accounts of expenditure and the Report of the Director of Audit are then presented to Public Accounts Committee whose duty it is to examine the accounts to ascertain that expenditure has been incurred in accordance with the Estimates and that full value has been obtained for sums voted to departments.

#### PUBLIC DEBT

The total Public Debt of the State was small and adequate provision continued to be made to service it. Provision for sinking fund contributions and payment of interest in 1959 amounted to \$7.58 millions which was about 2.86 per cent of the total revenue of the State.

Two loans were raised by the Singapore Government during the year; one loan was for \$15,000,000 at an annual interest of 5 per cent redeemable in 1967, and the other was for \$25,000,000 at an annual interest of  $5\frac{1}{2}$  per cent redeemable in 1977-79. The sums raised by these loans were paid into the Development Fund constituted under the Development Fund Ordinance, 1959, and would be applied for the purposes of the Fund, including the financing of development projects approved from time to time as set out in the Development Fund Estimates of Singapore.

The Straits Settlements War Loan of \$25,000,000 at 3 per cent interest was redeemed during the year.

A Statement of Assets and Liabilities appears on pages 76-7.

#### PUBLIC LOANS

<i>Description</i>	<i>Amount</i>	<i>Redeemable</i>	<i>Interest payable yearly</i>	
	\$			
(a) S.S. 3% Loan .. ..	30,000,000	1962/1972	15th April	15th Oct.
(b) S.S. 3% War Loan .. ..	10,000,000	1953/1960	15th Jan.	15th July
(c) Singapore 3% Rehabilitation Loan ..	50,000,000	1962/1970	15th Jan.	15th July
(d) Singapore Government 5% Registered Stock .. ..	15,000,000	1967	1st April	1st Oct.
(e) Singapore Government 5½% Registered Stock .. ..	25,000,000	1977/1979	1st April	1st Oct.
Total S.S. and Singapore ..	130,000,000			

Notes:—

- (a) Repayable by Singapore and Penang Harbour Boards by whom charges for interest and Sinking Fund are paid.
- (b) Represents free gifts to H.M. Government for the prosecution of the war. All charges for interest and Sinking Fund are payable from the General Revenue and Assets of the State.
- (c) This loan was intended to provide funds to meet extra-ordinary financial commitments arising out of the enemy occupation of Malaya or incidental to the economic rehabilitation of the State.
- (d) and (e) These loans were intended to provide funds for the Development Fund constituted under the Development Fund Ordinance, 1959.

#### TAXATION

As in past years, taxation has been the largest source of revenue. In 1959 the yield from taxation accounted for approximately 69.18 per cent of the State's total revenue. Of this 27.90 per cent were derived from income tax, and 34.70 per cent from customs duties. The following table shows the yield from taxation for 1959 compared with 1957 and 1958:

#### REVENUE FROM TAXES

	1957	1958	1959
	\$	\$	\$
Entertainments .. ..	6,302,143	6,826,306	6,860,769
Estates .. ..	5,101,769	3,042,903	3,244,320
Income Tax .. ..	65,208,273	66,547,773	76,657,196
Liquors .. ..	28,130,326	25,065,459	24,037,251
Petroleum .. ..	25,593,852	32,416,674	34,242,374
Stamps .. ..	2,501,594	3,837,428	3,839,435
Tobacco .. ..	39,313,190	40,563,768	37,107,966
Totalisator and Sweepstakes	5,752,413	4,412,408	4,205,880
Total .. ..	177,903,560	182,315,136	190,195,191

*Income Tax*

Income tax was introduced in accordance with the provisions of the Income Tax Ordinance on 1st January, 1948. The department responsible for making collections is a Pan-Malayan department which is controlled in Singapore by the Comptroller of Income Tax.

The tax is levied on incomes accruing in or derived from the State or received in the State from outside sources. Companies are chargeable at the rate of 40 per cent, and resident individuals are charged on a sliding scale with personal allowances as shown in the table below. In cases where children are maintained and educated outside Malaya, these allowances may be increased up to double the amounts shown in the table. Deductions are also allowed in respect of life assurance premiums and contributions to approved pension or provident funds. Non-resident individuals are chargeable at 40 per cent without these allowances although British subjects or British protected individuals may be entitled to a deduction or proportionate allowances. Double taxation relief arrangements are in force with the Federation of Malaya, the United Kingdom, Sweden, Denmark and Norway.

During the year, legislation providing exemption for pioneer industries was introduced to provide for the exemption of tax of profits derived by specified new industries for a period of five years, or in the case of existing industries, the granting of special allowances on certain capital expenditure for a similar period.

A statutory body known as the Malayan Board of Income Tax has been constituted to perform and exercise such duties and powers as are conferred upon it under the provisions of the Ordinance and shall, in addition, consider and decide upon such matters arising out of the provisions of the Ordinance as may be referred to it by either the Government or the Comptroller-General of Income Tax.

During the year ended 31st December, 1959, more than 73,000 persons (including companies, partnerships and other organisations) or approximately 5 per cent of Singapore's population (1957 census) lodged returns of income. Slightly over half the population of Singapore in 1959 was under 19 years of age so that approximately 10 per cent of the population over 19 years rendered returns.

Of the 73,000 persons rendering returns, 29,891 were assessed to tax for 1959, i.e. approximately 2 per cent of the population or slightly over 4 per cent of the population aged 19 years and above. The number of persons assessed to tax for 1958 was 28,819.

The number of staff in post fluctuated during the year because of transfers, resignations and new appointments. The average number employed throughout the year was 248; the establishment provided for 273.

The gross collection of tax during the year was \$94,431,518.44. Salaries and other expenditure incurred by the Department amounted to 1.68 per cent of the gross collection compared with 2.03 per cent for the previous year.

RATES OF TAX ON INDIVIDUALS  
(per annum)

(Note:—These rates are effective from 1st January, 1959)

<i>Chargeable Income</i>	<i>\$</i>	<i>Rate of Tax</i> <i>Per cent</i>
On the first ... ..	1,500	5
On the next ... ..	500	6
On the next ... ..	1,000	7
On the next ... ..	1,000	8
On the next ... ..	1,000	10
On the next ... ..	2,000	12
On the next ... ..	3,000	15
On the next ... ..	5,000	18
On the next ... ..	10,000	25
On the next ... ..	10,000	30
On the next ... ..	15,000	40
On every dollar exceeding ...	50,000	50

PERSONAL ALLOWANCES  
(per annum)

	<i>\$</i>
Unmarried person ... ..	3,000
Married couple ... ..	5,000
Married couple with 1 child ... ..	5,750
Married couple with 2 children ... ..	6,250
Married couple with 3 children ... ..	6,750
Married couple with 4 children ... ..	7,050
Married couple with 5 children ... ..	7,350

Thereafter \$200 per child up to a maximum of 8,150.

*Entertainments Duties*

The Entertainments Duty Ordinance was brought into force on 1st January, 1952, and the Comptroller of Customs is responsible, as Comptroller of Entertainments Duty, for the Collection of duties prescribed by the Ordinance.

The scale of Entertainments Duties is as follows:

	<i>cents</i>
Where the payment for admission (including the amount of duty) does not exceed 10 cents ... ..	none
exceeds 10 cents but does not exceed 20 cents ...	5
exceeds 20 cents but does not exceed 30 cents ...	10
exceeds 30 cents but does not exceed 50 cents ...	15
exceeds 50 cents but does not exceed \$1 ... ..	25
exceeds \$1 but does not exceed \$1.50 ... ..	40
and thereafter an additional 20 cents of entertainments duty for every increase of 50 cents in payment for admission.	

Only half the above rates are charged for 'live' entertainments such as stage shows and musical performances. Amateur sporting, musical and dramatic entertainments are wholly exempted from the payment of duty.

### *Film Hire Duty*

A tax on film hire rentals was introduced on 30th September, 1959, with the enactment of the Cinematograph Film Hire Duty Ordinance, 1959. At the end of the year, thirty-nine film distributors had been provisionally registered as film renters. This law provides for a tax of one quarter of 60 per cent of the gross receipts derived by any renter from renting films.

### *Customs Duties*

Customs duties are collected only on intoxicating liquors, tobacco and petroleum intended for domestic consumption. All other goods enter the State of Singapore free.

The Customs Department is divided into branches dealing respectively with administration, revenue collection and the prevention of smuggling. There are 26 customs stations and 23 bonded and licensed warehouses for the storage of dutiable tobacco and liquors. Ten installations are licensed to store dutiable petroleum.

Full and preferential duties are imposed on imported liquors and tobacco at the time of their release for local consumption. There are also excise duties on intoxicating liquors distilled locally. These at present comprise samsu, beer and stout. Cigarettes are manufactured from imported cut and leaf tobaccos in five factories. The Customs Department manages a Government Toddy Monopoly which provides a wholesome beverage at low cost to the consumer.

The scale of duties on tobacco and petroleum was revised on 16th September, 1959, and the rates in force on all items at the end of the year are shown below. The duty on petrol is one dollar and twenty cents per gallon while the duty on kerosene is five cents per gallon. No duties are charged on heavy oils, but a special tax is levied under the provisions of the Customs Ordinance on motor vehicles which are equipped with engine using such oils. The amount of this special tax collected in 1959 was \$2.6 millions.

Analytical work required by the Customs Department for the classification and assessment of duty on intoxicating liquors and petroleum is undertaken by the Department of Chemistry.

### CUSTOMS TARIFF

#### DUTIES ON INTOXICATING LIQUORS

	Unit	Duties		
		Full	Preferential	Excise
		\$ c.	\$ c.	\$ c.
1. Rectified Spirit ... ..	p.g.	63 50	—	—
2. Brandy ... ..	"	76 90	69 20	—
3. Brandy in bottle not exceeding 81 per cent proof spirit ...	g.	60 00	54 00	—
4. Rum and Gin ... ..	p.g.	63 50	—	—
5. Rum and Gin in bottle not exceeding 81 per cent proof spirit ... ..	g.	49 50	—	—
6. Whisky ... ..	p.g.	76 90	—	—
7. Whisky in bottle not exceeding 81 per cent proof spirit ...	g.	60 00	—	—
8. Other Intoxicating Liquors ...	p.g.	76 90	—	43 75
9. Toddy-arrack, Saki, Pineapple spirit ... ..	"	31 00	—	—
10. Samsu (including medicated samsu) ... ..	"	31 00	—	27 00
11. Bitters and Liqueurs not exceeding 100 per cent proof spirit ... ..	g.	52 00	—	—
12. Sparkling wines not exceeding 42 per cent proof spirit ...	"	44 00	34 00	—
13. Still wines exceeding 26 per cent but not exceeding 42 per cent proof spirit ...	"	18 75	15 00	—
14. Still wines not exceeding 26 per cent proof spirit ...	"	9 40	7 50	—
15. Ale, Beer, Stout, Porter, Cider and Perry ... ..	"	5 20	4 80	4 80

p.g. = proof gallon.

g. = imperial gallon, the standard of liquid measure in the State.

## DUTIES ON TOBACCO

	Unit	Duties	
		Full	Preferential
		\$ c.	\$ c.
1. Cigars and Snuff ... ..	per lb.	16 00	15 00
2. Cigarettes ... ..	" "	10 50	10 00
3. Unmanufactured tobacco ... ..	" "	6 00	5 80
4. Manufactured tobacco—imported in containers of any kind for retail sale to the public ... ..	" "	10 10	10 00
5. Manufactured tobacco imported otherwise than in containers of any kind for retail sale to the public ... ..	" "	6 50	—
6. Manufactured tobacco—provided that if it is proved to the satisfaction of the Comptroller that the tobacco is not to be used for manufacture of cigarettes by power-driven mechanical means ... ..	" "	2 50	—
7. Tobacco not otherwise provided for ... ..	" "	20 00	—

## DUTIES ON PETROLEUM

	Unit	Duties	
		Full	Preferential
		\$ c.	\$ c.
1. Petroleum with a flashing point below 73°F. ... ..	per gal.	1 20	—
2. Petroleum with a flashing point of or above 73°F. ... ..	" "	05	—

*Estate Duty Office*

The Estate Duty Office is responsible for the collection of estate duty, corporation duty and private lottery duty.

*Estate Duty*

The Estate Duty Ordinance was originally introduced on 1st August, 1885. Estate duty is chargeable on the passing of property on the death of a person who dies possessed of or has given away within five years preceding his death such property whether movable or immovable, settled or not settled. The Estate Duty Ordinance has made it a condition that payment of estate duty is precedent to the issue of Grant of Letters of Administration or Probate of Will.

This department dealt with 1,240 cases in 1959 as against 1,058 cases in 1958 and 902 cases in 1957. The revenue collected in 1959 was \$3,244,320.26 as against \$3,042,903.37 in 1958 and \$5,101,768.98 in 1957.

*Corporation Duty*

The Corporation Duty Ordinance was originally introduced on 16th February, 1906. Corporation duty is imposed on the annual

value, income or profits of all movable or immovable property which belongs to or is vested in bodies corporate or unincorporate. The duty is charged at 3 per cent per annum. During 1959 the amount collected was \$35,555.87 from 160 bodies as compared to \$28,149.60 from 82 bodies in 1958 and \$23,633.21 from 85 bodies in 1957.

### *Duty on Private Lotteries*

After the introduction of the Private Lotteries Ordinance on 28th October, 1952, the promotion of a private lottery has become unlawful unless a permit has been granted by the Minister for Finance. By Government *Gazette* Notification No. S 314 dated 15th November, 1957, the power to issue permits in cases where the amount to be raised under any one lottery does not exceed \$10,000 has been delegated to the Commissioner of Estate Duties.

During 1959, 255 applications for permits, including 177 for renewal of permits for continuous lotteries, were received and approved.

A duty at the rate of 20 per cent on the gross proceeds is chargeable under the Ordinance. A sum of \$325,677.08 was collected during 1959 as against \$331,656.04 in 1958 and \$317,816.60 in 1957.

### *Duties on Totalisator Bets and Sweepstakes*

The Betting and Sweepstake Duties Ordinance was originally introduced on 21st November, 1950. The Betting and Sweepstake Duties Ordinance deals solely with the collection of duty on totalisator bets and sweepstakes. The rate of duty chargeable on totalisator bets is 10 per cent and that on sweepstakes is 30 per cent on the gross collections. The rates during the year remain the same as in 1958.

The total amount of duties collected during the year was \$4,205,880.40 showing a decrease of \$206,527.60 as compared with the collections for the year 1958 which amounted to \$4,412,408.

The figures for the years 1958 and 1959 were made up as follows:

	1958		1959	
	\$	c.	\$	c.
(a) Duty on totalisator bets paid by the Singapore Turf Club ...	1,418,043	20	1,313,392	60
(b) Duty on sweepstakes paid by the Singapore Turf Club ...	2,994,364	80	2,892,487	80
	<u>4,412,408</u>	<u>00</u>	<u>4,205,880</u>	<u>40</u>

*Stamp Duties*

The Stamp Ordinance was originally introduced on 1st September, 1881. The Stamp Ordinance is divided into ten parts and three schedules, and the duties payable on the different instruments can readily be ascertained by reference to Schedule A.

By virtue of the powers granted under section 8 of the Ordinance, the Minister for Finance has the power to issue a licence authorising any person to pay the required duty on cheques, bills of exchange (except promissory notes) and receipts by means of a postal franking machine and eleven such licences were issued during the year 1959.

The gross amount of stamp duties collected in 1959 in accordance with the provisions of the Stamp Ordinance was \$3,642,424.86 from which has been set off by adjustments the sum of \$257,950.26 being the revenue of various other Government departments and the sum of \$15,400 being refund of stamp duty resulting therefore in the net revenue being \$3,369,074.60.

In addition, a net sum of \$470,360.35 was received by the Singapore Postal Authorities being the stamp duties paid by means of postal franking machines in respect of instruments recited in section 8 of the Stamp Ordinance.

The total net amounts of stamp duties collected for the years 1958 and 1959 are as follows:—

1958	1959
\$3,837,427.95	\$3,839,434.95

## ENEMY PROPERTY

The Public Trustee is also the Custodian of Property, the Administrator of German Enemy Property and the Administrator of Japanese Property.

In his capacity as Custodian of Property, he took into custody the assets of enemy nationals who were resident in Singapore at the outbreak of war. When these assets were sold, the proceeds of sale were invested and the income from the money invested has accumulated to over \$2,000,000.

In September 1959, legislation was enacted which enabled the Custodian of Property to pay over this income earned on investments to the Consolidated Fund and up to the end of 1959, \$2,550,000 had been transferred to the Fund.

## STATEMENT OF REVENUE AND

WITH COMPARATIVE FIGURES

HEADS OF REVENUE		1957	1958	1959
<b>CLASS I</b>				
1. Licences, Excise and Internal Revenue not otherwise Classified:—				
		\$	\$	\$
(a) Entertainment Duties .. .. .		6,302,143	6,826,306	6,860,769
(b) Estate Duties .. .. .		5,101,769	3,042,903	3,244,320
(c) Income Tax .. .. .		65,208,273	66,547,773	76,657,196
(d) Liquors .. .. .		28,130,326	25,065,459	24,037,251
(e) Petroleum Revenue .. .. .		25,593,852	32,416,674	34,242,374
(f) Stamp Duties (Various Revenue Services) .. .. .		2,501,594	3,837,428	3,839,435
(g) Tobacco Duties .. .. .		39,313,190	40,563,768	37,107,967
(h) Totalisator and Sweepstakes .. .. .		5,752,413	4,412,408	4,205,880
(i) Other Items .. .. .		11,297,111	12,500,691	11,378,925
Total ..		189,200,671	195,213,410	201,574,117
<b>CLASS II</b>				
2. Fees of Court or Office, Payments for Specific Services and Reimbursements-in-Aid ..				
		15,998,751	16,230,018	16,537,245
<b>CLASS III</b>				
3. Posts and Telecommunications .. .. .				
		17,933,833	18,711,909	20,289,273
<b>CLASS IV</b>				
4. Rents on Government Property .. .. .				
		6,057,858	6,145,193	6,471,416
5. Interest:—				
(a) Interest on Investments .. .. .		3,140,749	2,929,786	3,959,166
(b) Other Items .. .. .		3,114,615	3,199,379	7,228,716
Total ..		6,255,364	6,129,165	11,187,882
<b>CLASS V</b>				
6. Miscellaneous Receipts .. .. .				
		4,690,138	6,826,182	11,738,775
<b>TOTAL, EXCLUSIVE OF LAND SALES ..</b>				
		240,136,615	249,255,877	267,798,708
7. Land Sales and Premia on Grants .. .. .				
		1,394,450	2,105,717	665,381
8. Transfer of Christmas Island .. .. .				
		—	20,000,000	—
<b>TOTAL REVENUE—CLASS I TO CLASS V ..</b>		<b>241,531,065</b>	<b>271,361,594</b>	<b>268,464,089</b>
<b>CLASS VI</b>				
9. Rural Board Revenue .. .. .				
		—	—	4,166,501
<b>CLASS VII</b>				
10. Colonial Development and Welfare Grants .. .. .				
		—	—	451,770
11. Repayments of Loans .. .. .				
		—	—	1,836,167
Total ..		—	—	2,287,937
<b>TOTAL, REVENUE—CLASS I TO CLASS VII ..</b>		<b>241,531,065</b>	<b>271,361,594</b>	<b>274,918,527</b>

## EXPENDITURE FOR 1959

## FOR 1957 AND 1958

EXPENDITURE	1957	1958	1959
	\$	\$	\$
Governor .. .. .	364,488	365,202	295,946
Judicial .. .. .	1,759,647	1,755,115	1,644,516
Council of Ministers .. .. .	148,876	137,771	128,873
Legislature .. .. .	406,755	428,636	532,863
Public Service Commission .. .. .	182,463	203,730	193,350
Audit .. .. .	547,397	592,298	555,400
Chief Minister .. .. .	277,021	269,750	429,539
Chief Secretary .. .. .	5,706,700	5,361,703	4,836,244
Broadcasting .. .. .	3,136,002	3,143,586	2,754,262
Chemistry .. .. .	359,125	392,737	316,827
Chinese Secretariat .. .. .	234,798	—	—
Defence Services .. .. .	8,561,055	11,122,602	7,501,527
Film Censorship .. .. .	252,986	230,177	242,258
Gardens, Botanic .. .. .	543,456	515,738	485,840
Information Services .. .. .	675,297	907,664	1,159,975
Police .. .. .	23,704,131	24,357,400	23,493,512
Printing Office .. .. .	1,450,522	1,639,432	1,740,324
Prisons .. .. .	3,197,749	3,334,218	3,173,577
Registry of Marriages .. .. .	30,124	32,185	33,307
Statistics .. .. .	2,313,195	1,138,050	927,558
Legal .. .. .	341,949	362,115	331,287
Official Assignee and Public Trustee .. .. .	334,957	285,131	261,064
Treasury .. .. .	24,199,295	40,230,124	26,834,634
Charge on account of the Public Debt .. .. .	6,480,000	6,480,000	5,122,874
Pensions, Retired Allowances, Gratutities, etc. .. .. .	19,972,482	17,013,220	20,907,684
Contributions and Charitable Allowances .. .. .	1,003,882	1,314,580	1,424,933
Accountant-General .. .. .	1,141,935	970,274	752,959
Customs and Excise .. .. .	3,655,064	3,899,106	3,657,093
Estate Duty and Stamp Office .. .. .	131,186	121,082	140,991
Income Tax .. .. .	1,723,775	1,741,798	1,697,696
Ministry of Commerce and Industry .. .. .	383,799	725,635	514,919
Agricultural .. .. .	82,704	81,145	85,116
Co-operative Development .. .. .	90,797	96,757	82,952
Exchange Control .. .. .	226,572	234,722	186,392
Fisheries .. .. .	387,148	363,411	281,009
Forest .. .. .	74,097	74,183	71,476
Imports and Exports Control Registration .. .. .	292,327	255,454	232,572
Marine .. .. .	1,146,859	1,187,676	1,118,256
Marine Surveys .. .. .	231,257	210,452	196,892
Supplies .. .. .	270,020	228,239	206,375
Trade Marks Registry .. .. .	101,443	99,338	97,584
Veterinary .. .. .	589,857	650,974	735,219
Ministry of Local Govt., Lands and Housing .. .. .	225,970	220,401	160,083
Land and District Offices .. .. .	1,954,980	2,876,344	956,487
District Councils .. .. .	—	—	5,179,654
Survey .. .. .	970,664	996,320	861,880
Education .. .. .	48,054,893	57,604,452	60,007,740
Library, Raffles .. .. .	260,944	326,434	267,120
Museum, Raffles .. .. .	156,023	141,716	121,498
Medical and Health .. .. .	28,127,843	28,372,930	28,439,183
Ministry of Labour and Welfare .. .. .	213,753	214,251	562,606
Immigration and Passports .. .. .	1,012,672	951,480	899,779
Labour .. .. .	749,063	752,395	692,335
Social Welfare .. .. .	10,772,530	11,695,494	12,461,308
Ministry of Communications and Works .. .. .	225,143	218,559	97,983
Civil Aviation .. .. .	3,025,024	3,186,520	2,962,140
Meteorological Services .. .. .	971,561	958,377	856,950
Postal Services .. .. .	9,572,226	9,779,860	9,656,714
Public Works .. .. .	4,024,055	4,132,917	3,719,058
Public Works, Recurrent .. .. .	7,027,865	7,239,404	6,353,809
Telecommunications .. .. .	4,374,053	4,679,335	3,988,975
Ministry of National Development .. .. .	—	—	29,962
Ministry of Culture .. .. .	—	—	164,828
<b>Total Expenditure ..</b>	<b>238,432,454</b>	<b>266,900,599</b>	<b>253,825,759</b>

## STATEMENT OF ASSETS AND

## LIABILITIES

		\$	c.	\$	c.	\$	c.
<b>CONSOLIDATED REVENUE ACCOUNT:—</b>							
Transferred from General Revenue. Balance							
31st December, 1958	..	..		87,197,397	87		
<b>DEDUCT—APPROPRIATION TO:—</b>							
Advance Accounts	..	..	42,522,019	00			
Contingencies Fund	..	..	4,000,000	00			
				<u>46,522,019</u>	00		
					40,675,378	87	
<b>ADD SURPLUS FOR 1959:—</b>							
Revenue for year	..	..	274,918,527	09			
Expenditure for year	..	..	253,825,769	10			
				<u>21,092,757</u>	99		
					61,768,136	86	
Add Appreciation of Investments	..			974,466	94		
					<u>62,742,603</u>	80	
<b>CONSOLIDATED LOAN ACCOUNT:—</b>							
Treasury Bills	..	..		400,000	00		
Unexpended Loan Proceeds	..	..		9,456,840	07		
					<u>9,856,840</u>	07	
<b>OTHER ACCOUNTS:—</b>							
Development Fund	..	..		47,718,437	67		
Contingencies Fund	..	..		4,000,000	00		
<b>ADVANCE ACCOUNTS:—</b>							
Appropriations	..	..	42,522,019	00			
Less Advances made (Net)	..	..	14,738,373	40			
				<u>27,783,645</u>	60		
Deposit Accounts	..	..		20,113,572	53		
Specific Funds	..	..		4,792,919	22		
Sinking Funds	..	..		51,279,877	46		
					<u>155,688,452</u>	48	
<b>Total</b>							<u>228,287,896</u>
							35

## LIABILITIES AS AT 31ST DECEMBER, 1959

## ASSETS

	\$	c.	\$	c.	\$	c.
<b>CASH:—</b>						
In Banks .. .. .	13,496,981	84				
With Crown Agents .. .. .	8,497	72				
Imprests .. .. .	107,357	14				
					13,612,836	70
<b>INVESTMENTS:—</b>						
Trustee Stocks .. .. .	107,047,259	06				
Other Investments .. .. .	500,000	00				
Cash Awaiting Investment .. .. .	839,999	97				
					108,387,259	03
					122,000,095	73
<b>Less applicable to:—</b>						
Consolidated Loan Account .. .. .	9,856,840	07				
Other Accounts .. .. .	49,400,651	86				
					59,257,491	93
Cash and Investments held for Consolidated Revenue Account .. .. .					62,742,603	80
Cash and Investments held for Consolidated Loan Account .. .. .					9,856,840	07
<b>OTHER ACCOUNTS:—</b>						
Cash and Investments (as above) .. .. .	49,400,651	86				
Investments and Cash held for Development Fund .. .. .	46,124,666	90				
Investments and Cash held for Deposits and Specific Fund .. .. .	8,883,256	26				
Investments and Cash held for Sinking Fund .. .. .	51,279,877	46				
					155,688,452	48

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228,287,896 35

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## CITY COUNCIL

The financial affairs of the City Council are governed by the provisions of the Local Government Ordinance, No. 24 of 1957 and the Municipal Ordinance which specify the purposes for which the Council may expend the Municipal Fund. The Consolidated Rate Fund bears the cost of the Municipal Administration and the services conducted by the City Council for the benefit of the inhabitants of the City Area generally, i.e. all services other than the supply of electricity, gas and water. It is fed by the Consolidated Rate made and assessed by the Council under the Local Government Ordinance, the licence fees charged under the Road Traffic Ordinance (Chapter 227) and other fees and miscellaneous income which arise incidental to those services which are charged upon it.

Separate accounts are kept for the Trading Undertakings viz. Electricity, Gas and Water Undertakings which pay contributions in lieu of rates to the Consolidated Rate Fund. No appropriations in aid of rates are made from the profits of these departments.

The maximum rates which the City Council may levy are prescribed by law. Rates are recoverable from the 'owner' of property, and is a first charge on the property on which it is made. The rates actually levied for the year 1959 were:

Consolidated Rate ...	30 per cent of assessed value of property (since 1953—maximum) within the City (except those parts of Mukims III, IV and XV at Pasir Panjang, Ulu Pandan and Ulu Kallang respectively which were within the City Area for rating as a result of the changes in the City Boundary from 1st January, 1959).
Consolidated Rate ...	19 per cent of assessed value of properties within those parts of Mukims III, IV and XV which came within the City Area from 1st January, 1959.
Improvement Rate ...	2 per cent (since 1928—the maximum is 5 per cent) on the Annual Value of properties within the City (with the exception of those parts of Mukims III, IV and XV at Pasir Panjang, Ulu Pandan and Ulu Kallang which came within the City from 1st January, 1959 which hitherto has been rated in the Rural Area. The proceeds of the rate are paid over to the Singapore Improvement Trust.
Education Rate ...	4 per cent (up to 1958 the maximum was 2 per cent, but this ceiling was increased to a new maximum of 4 per cent from 1st January, 1959). The proceeds of the rate are paid over to the Education Finance Board.

Section 66 (1) of the Local Government Ordinance, No. 24 of 1957, provides that all monies received by the City Council by virtue of that or any other Ordinance other than for the purposes of—

- (a) superannuation and Provident Funds established under the provisions of section 13 of the Ordinance;
- (b) Vehicles Reward Fund referred to in section 287 of the Ordinance;
- (c) Sinking Funds set aside in accordance with section 82 of the Ordinance,

shall constitute a fund which shall be called the Municipal Fund. Section 67 of the Local Government Ordinance specifies the purposes for which the City Council is authorised to spend the Municipal Fund.

For reasons of sound finance the transactions of the Municipal Fund are divided into five main sections viz. Consolidated Rate Fund which bears the cost of the services conducted by the City Council for the benefit of the inhabitants of the City Area generally, i.e. all services other than the supply of electricity, gas and water; separate sections for accounts for each of the Electricity, Gas and Water Undertakings and a section for Subsidiary Accounts of the City Engineer's Department which is sub-divided into the following four categories:

- (a) Manufacture of Road Materials which is concerned with the quarrying purchase and conversion of road materials, the production of concrete articles, etc.;
- (b) Plant Dépôt—a pool of portable plant, pumps, concrete mixers for hire to departments which require them;
- (c) Transport Centre—a pool of road transport vehicles, rollers, etc. for hire to departments which require them;
- (d) Workshops—which undertake jobs of an engineering nature to order and specification.

For the first time since the war the City Council adopted a policy of a surplus budget on revenue account, the estimated expenditure being \$122 millions to be met from an estimated income of \$125.6 millions.

The final accounts for the year 1959 reveal a surplus of \$13.32 millions made up as follows:

				Millions
				\$
Rate Fund	...	...	...	8.78
Electricity Department	...	...	...	3.16
Gas Department	...	...	...	.19
Water Department	...	...	...	1.19
Total				13.32

'Savings' have been effected on Annually Recurrent Charges mainly against expenditure on salaries and allowances to staff and employees' expenses reflecting the implemation of the Council's policy of Malayanisation and the reduction in the variable allowance from July 1959 paid to staff. Underspendings have been revealed on the Rate Fund Special Services expenditure mainly reflecting the reduced pace of Capital development during the year mainly on Roads, Surface Water Drainage and Sewerage Works.

On the income side the alteration in the City Boundary from 1st January, 1959 for rating purposes showed an estimated loss in Consolidated Rates of \$1.8 million but with the additional assessments during the year the loss was wiped out and the net rate income was \$26.75 millions for 1959 which compared favourably to \$26.7 millions for 1958.

On Loan Account the following statement compares the actual expenditure incurred in 1959 with the original estimates 1959.

				\$	\$
<i>Consolidated Rate Fund—</i>					
Sewerage Works—Ulu Pandan	...			15,000,000	7,743,982
<i>Electricity—</i>					
Pasir Panjang Power Station	...			852,879	2,235,899
St. James Power Station	...			9,559,100	10,048,102
22 KV Network	...	...		3,148,850	2,166,740
6.6 KV Network	...	...		995,000	349,771
Sundry Substations	...	...		3,427,000	—
Other	...	...	...	856,850	324,455
				18,839,679	15,124,967

**Gas—**

Manufacture	...	...	896,799	1,246,602
Distribution	...	...	728,100	732,099
Other	...	...	63,250	243,277
			<u>1,688,149</u>	<u>2,221,978</u>
Total	...		<u>35,527,828</u>	<u>25,090,927</u>

Apart from raising the balance of approximately \$5 millions of the 5 per cent 1958 Loan which was 'on tap' at the end of 1958, it has been possible to finance this capital expenditure from internal sources without recourse to further external borrowing.

The public debt of the City Council at 31st December, 1959 is \$267,251,830 made up as follows:

<i>Dollar Debenture Stocks, etc.</i>	<i>\$</i>	<i>Interest Payable</i>		<i>Earliest Date of Redemption</i>
4% Singapore Municipal Debenture Stock 1913 (1963) Series B ..	740,560	31st Mar.	30th Sept.	30th Sept., 1963
4½% Singapore Municipal Debenture Stock 1930 (1970/80) ..	5,362,500	1st Mar.	1st Sept.	1st Sept., 1970
3% Singapore Municipal Debenture Stock 1935 (1975/85) ..	3,587,830	1st April	1st Oct.	1st April, 1975
3% Singapore Municipal Debenture Stock 1937 (1962) ..	2,750,000	15th May	15th Nov.	15th May, 1962
3½% Singapore Municipal Debenture Stock 1948 (1968/73) ..	30,000,000	20th Jan.	20th July	20th July 1968
3½% Singapore Municipal Debenture Stock 1951 (1961/71) ..	25,000,000	31st March	30th Sept.	30th Sept., 1961
5% Singapore City Council Debenture Stock 1952 (1962/72) ..	25,000,000	1st Mar.	1st Sept.	1st Sept., 1962
4½% Singapore City Council Debenture Stock 1953 (1963/73) ..	30,000,000	1st May	1st Nov.	1st Nov., 1963
4% Singapore City Council Debenture Stock 1954 (1965/77) ..	30,000,000	31st Mar.	30th Sept.	31st Mar., 1965
4% Singapore City Council Debenture Stock 1955 (1970/80) ..	30,000,000	1st June	1st Dec.	1st Dec., 1970
5% Singapore City Council Debenture Stock 1956 (1966/76) ..	50,000,000	1st May	1st Nov.	1st Nov., 1966
5% Singapore City Council Debenture Stock 1958 (1968/78) ..	30,000,000	15th May	15th Nov.	15th Nov., 1968
Government of Singapore 3% Loan 1949	900,000	31st Mar.	30th Sept.	30th Sept., 1961
Government of Singapore Free of Interest Loan 1956 ..	3,200,000			1967
	<u>266,540,890</u>			
<b>STERLING DEBENTURE STOCK</b>				
4% Singapore Municipal Debenture Stock 1913 (1963) Series B £82,943 at 2s.4d. ..	710,940	31st Mar.	30th Sept.	30th Sept., 1963
	<u>267,251,830</u>			

*Note*—There are Sinking Fund accumulations amounting to \$68.7 millions as at 31st December, 1959.

**RURAL BOARD**

The Rural Board is constituted under section 399 of the Municipal Ordinance and since November 1959, it consists of a Chairman, a Deputy Chairman who are Government officers, and a member who is on the staff of the City Council.

## RURAL

## REVENUE AND

<i>REVENUE</i>	<i>1957</i>	<i>1958</i>	<i>1-1-59 to 2-6-59</i>
	\$	\$	\$
Rates (Property assessment, etc.) ..	2,342,003	2,833,058	1,616,959
Licences (Dogs, Pigsties, Public Markets, etc.)	193,402	205,734	127,843
Fees (Building Plans, Petroleum Storage, etc.)	519,266	841,476	367,223
Others .. .. .	367,624	336,488	11,598
Contribution from Government ..	806,340	251,110	—
Proportion of Vehicle Licence Fees collected by City Council under Road Traffic Ordinance .. .. .	1,023,323	1,125,577	618,605

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Total ..	5,251,958	5,593,443	2,742,228
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## BOARD

## EXPENDITURE

<i>EXPENDITURE</i>		1957	1958	1-1-59 to 2-6-59
		\$	\$	\$
<b>RECURRENT EXPENDITURE</b>				
<i>Health</i>				
Conservancy .. ..	..	834,748	808,471	504,524
Anti-Mosquito Services .. ..	..	393,750	386,243	} 321,676
Anti-Malarial Works .. ..	..			
Other Measures .. ..	..	222,833	350,581	
<i>General</i>				
Salaries and Allowances .. ..	..	1,020,308	1,109,015	482,101
Contribution to Fire Brigade .. ..	..	95,000	95,000	95,000*
Street Lighting .. ..	..	202,000	234,407	58,378
Fire Hydrants and Water Supply .. ..	..	502,020	487,423	29,303
Others .. ..	..	250,888	290,889	127,397
<i>Public Works</i>				
Maintenance of Public Roads, Bridges and Road-side Drains .. ..	..	605,672	630,042	169,413
Maintenance of Bukit Timah Quarry .. ..	..	257,774	285,383	88,232
Others .. ..	..	258,451	278,248	127,443
<b>SPECIAL EXPENDITURE</b>				
Resurfacing and Sealing of Roads .. ..	..	493,128	402,904	37,899
Others .. ..	..	115,386	234,837	22,756
Excess of Revenue over Expenditure .. ..	..	—	—	678,106
Total ..		5,251,958	5,593,443	2,742,228

\* Payment for the year 1959.

Pursuant to an Order made by the former Minister for Local Government, Lands and Housing, at the beginning of the year, the Rural Board continued to function as the local authority for the areas outside the City Limits as defined under the Local Government Ordinance, No. 24 of 1957, and the outlying islands within the territorial waters of the State.

Under the new arrangement, the Katong and Braddell Heights areas, which were within the former City Limits, came under the jurisdiction of the Rural Board while the Ulu Pandan and Pasir Panjang areas (formerly administered by the Rural Board) came to be administered by the City Council.

The Rural Board derived its revenue mainly from rates, taxes on vehicles, and various licence fees. In 1959, the total expenditure was estimated to be \$8,160,130 and revenue at \$5,945,150. However, the revenue obtained by Rural Board was paid to the Consolidated Fund with effect from 3rd June, 1959 in accordance with section 95 of the Singapore (Constitution) Order in Council, 1958. The Statements of Accounts for the period 1st January to 2nd June, 1959, together with the figures for 1957 and 1958, are given on pages 82-3.

The total actual revenue collected for the year was far in excess of the amount estimated. This was due to the taking over of the excised City areas at Katong and Braddell Heights which are fully developed, and also to the unusually large amount of arrears of assessment which the department was able to collect as a result of decentralisation and more staff being made available.

During the year, the Rural Board continued to carry out general improvements to the Southern Islands and provide amenities to the people residing thereat from funds provided for development purposes.

#### SINGAPORE IMPROVEMENT TRUST

The Singapore Improvement Trust was established as a corporate body in 1927 under the Singapore Improvement Ordinance for the improvement and planning of Singapore. The scope of the Trust's

housing activities had so increased in the post-war years as to overshadow its improvement and planning functions to the extent that it became principally a housing authority. To regularise this position, two Ordinances were passed in 1959 for the setting up of the Housing and Development Board and a Planning Authority respectively, to take over the functions previously vested in the Singapore Improvement Trust and for the Trust to be dissolved when these two Ordinances came into operation.

In addition to its housing and planning functions, further agency work was undertaken by the Trust on behalf of the Government in the management of two low cost housing estates at Kolam Ayer Lane and Upper Aljunied Road and the squatter resettlement area at Macpherson Road. Land clearance and resettlement on behalf of Government continued, and a small scheme of land clearance on behalf of the Royal Air Force was also undertaken.

A restricted development programme was provided for the year 1959 at the time the estimates of that year were prepared in 1958. The budget envisaged at that time a revenue deficit of some \$1.7 million. Various measures of economy in revenue expenditure were effected in the latter part of the year, particularly in respect of the administrative costs.

The Government's White Paper on Housing Subsidy Policy of 1957 continued to be implemented to the extent of the fixing of rents for new properties according to the tenant's ability to pay and not at economic levels. The majority of tenants had been relieved of payment of service charges in respect of lifts, staircase lighting, and estates conservancy charges.

### *Housing*

Capital development for the year was mainly restricted to the continuation of existing approved programmes and contracts with a total expenditure of approximately \$10 millions. Loan drawings during the year were limited by the Treasury to \$7 millions and by 31st December, 1959, only \$117.5 millions had been drawn out of the total approved loans of \$140.637 millions. One loan of \$9.5 millions at 3 per cent interest repayable over 40 years on the annuity method was finalised during the year and loan repayment commenced.

Rent income for 1959 showed an increase of \$2½ millions over that of the preceding year and as at 31st December, 1959, some 21,700 housing tenancies and 1,700 land tenancies were being administered. Rates payable on Trust properties in the City Area were increased from 34 to 36 per cent. The total rates paid amounted to some \$4.5 millions which, together with loan charges of \$6 millions, made serious inroads into the Trust's revenue and revenue balances. Although economy measures were taken to reduce administrative expenditure, little could be done to cut down the charges for rates and loan repayments.

### *Improvement*

The statutory improvement rate for 1959 was levied by the Local Authority at 2 per cent of the annual value of houses, buildings, lands and tenements in Singapore, except for those areas exempted from this rate. An equivalent Government contribution was payable under the Singapore Improvement Ordinance and the total statutory income from these sources was approximately \$3.5 millions.

### SINGAPORE HARBOUR BOARD

The Singapore Harbour Board is constituted under the Ports Ordinance and consists of a Chairman (who is also General Manager) and not more than ten other members comprising representatives of the shipping and trading communities and one senior Government official.

The accounts of the Board are audited by the Government auditors. The Board is required to be self-supporting and is empowered under the provisions of the Ordinance to frame scales of charges in respect of the services provided within the area under its control. These charges, together with rents from lands and buildings, constitute the main revenue of the Board. Any surplus which remains from revenue after expenditure has been met is devoted to the improvement and development of the existing facilities.

The Board is possibly unique as a port authority in that it not only employs directly all labour engaged in working cargo both on the wharves and on vessels, but it also owns and operates two dockyards capable of effecting major repairs to vessels of the largest class. It employs approximately 10,000 persons the majority of whom are housed on the Board's estate and maintains a police force numbering 338 together with a well equipped fire brigade.

It has been the policy of the Board to charge rates as low as are compatible with the proper maintenance of its assets and the

grant of increased living standards to its employees, and the extent to which this policy has been successful may be gauged from the fact that, compared with 1949, the aggregate net registered tonnage of vessels berthed and the total tonnage of cargo handled have increased year by year.

Since 1949 over \$40 millions have been expended from reserve funds in betterment and development of the Port facilities, including \$10.4 millions on the construction of a new graving dock. The biggest single project at present undertaken by the Board is the construction of the first phase of the East Wharf Development Scheme which will provide four additional deep water berths, at an estimated cost of \$13.6 millions.

#### COLONIAL DEVELOPMENT AND WELFARE SCHEMES

Under the 1945 and 1950 Colonial Development and Welfare Acts, the allocation to Singapore was \$7,324,286. Under the 1955 Act, Singapore was given no territorial allocation, but unspent balances from the previous allocation are still available. There remained from these, to be specifically allotted, a sum of approximately \$475,184, and the question of utilising this balance was still under consideration. In addition, applications could be made for assistance from the general reserve of £12,500,000 which the Secretary of State had set aside for new Schemes outside the allocations made under the 1955 Act. Finally, Singapore could apply for assistance from the central allocation for research, higher education, surveys, etc.

During 1959, the following schemes were in operation:

##### *Outer Ring Road*

The section of Outer Ring Road between Holland Road and Queen's Circus was completed and opened to traffic. Work on the second section from Queen's Circus to Alexandra Road could not be proceeded with owing to changes of senior staff and the shortage of funds. An application for additional funds has been made and it is expected that work will be resumed in 1961 when the application is approved.

##### *Boys' Hostels, two*

The work which was started in 1958 on the Boys' Hostel at Bukit Batok was completed in 1959. The total completed cost of the project was \$161,000. The second Boys' Hostel was not started due to difficulties in obtaining a suitable site.

## CURRENCY AND BANKING

## CURRENCY

Under a Currency Agreement between the Governments of the Federation of Malaya, Singapore, Sarawak, North Borneo and Brunei, which became effective on 1st January, 1952, the Malaya and British Borneo Currency Commissioners have the sole right to issue notes and coin in these five territories and, as a backing for the currency, they manage a Currency Fund consisting of sterling securities. The Board consists of five members—the Minister for Finance, Singapore, the Minister of Finance, Federation of Malaya, one member appointed jointly by the Governors of Sarawak, North Borneo and the British Resident, Brunei while the remaining two are appointed by the participating governments acting in concert. The Chairman of the Commissioners is the Minister for Finance, Singapore.

Currency issued by the Board is the only legal tender in the State. The standard unit of currency is the Malayan dollar, which is on the sterling exchange standard and fixed at 2s. 4d. This currency is also legal tender throughout the Federation of Malaya, Sarawak, North Borneo and Brunei.

The following types of currency are issued and were in circulation as legal tender during the year:

- (i) currency notes bearing the inscription of the Board of Commissioners of Currency, Malaya, and dates not earlier than 1st July, 1941 in denominations of one, five, ten, twenty and fifty cents, for the payment of any amount not exceeding two dollars;
- (ii) currency notes bearing the inscription of the Board of Commissioners of Currency, Malaya, and dates not earlier than 1st July, 1941 in denominations of one, five, ten, fifty, one hundred, one thousand and ten thousand dollars, for the payment of any amount;
- (iii) currency notes bearing the inscription of the Board of Commissioners of Currency, Malaya and British Borneo, and bearing the effigy of Her Majesty the Queen and dated 21st March, 1953 in denominations of one, five, ten, fifty, one hundred, one thousand and ten thousand dollars for the payment of any amount;
- (iv) cupro-nickel coin in denominations of five, ten, twenty and fifty cents, for any amount not exceeding two dollars;
- (v) copper and bronze coin in denominations of one quarter and one half of one cent, and one cent, for any amount not exceeding two dollars.

All notes and cupro-nickel coins mentioned above were issued into circulation after September 1945; copper and bronze coins have been issued both before and since the war.

No figures of actual circulation can be given for Singapore alone. The figures given below show total currency in circulation on 31st December, 1959 in the several territories, including currency which may be circulating in adjoining countries.

	\$
Notes ... ..	1,077,726,238
Cupro-nickel coins ... ..	43,525,104
Nickel coins ... ..	107,000
Copper and bronze coins ... ..	4,189,107
	1,125,547,449

Currency circulation increased by \$131.8 millions on account of sterling remittances and withdrawals of demonetised pre-invasion notes and silver coins. Total sterling purchases during the year 1959 amounted to £15.9 millions.

#### BANKING

During the year 1959, one new bank (Far Eastern Bank Ltd.) was established in Singapore.

Banks transacting business in Singapore during 1959 were as follows:

- |   |   |
|---|---|
| 1. American Express Co. Inc.                | 19. Hongkong & Shanghai Banking Corporation.  |
| 2. Asia Commercial Banking Corporation Ltd. | 20. Indian Bank Ltd.                          |
| 3. Ban Hin Lee Bank Ltd.*                   | 21. Indian Overseas Bank Ltd.                 |
| 4. Bangkok Bank Ltd.                        | 22. Industrial & Commercial Bank Ltd.†        |
| 5. Bank of Negara Indonesia.                | 23. Kwantung Provincial Bank                  |
| 6. Bank of America.                         | 24. Kwong Lee Bank Ltd.                       |
| 7. Bank of Canton Ltd.                      | 25. Lee Wah Bank Ltd.†                        |
| 8. Bank of China.                           | 26. Lombard Banking (Far East) Ltd.           |
| 9. Bank of East Asia Ltd.                   | 27. Mercantile Bank Ltd.                      |
| 10. Bank of India Ltd.                      | 28. Nationale Handelsbank N.V.                |
| 11. Bank of Singapore Ltd.†                 | 29. Netherlands Trading Society               |
| 12. Bank of Tokyo Ltd.                      | 30. Oversea-Chinese Banking Corporation Ltd.† |
| 13. Banque de l'Indochine                   | 31. Overseas Union Bank Ltd.†                 |
| 14. Chartered Bank.                         | 32. Sze Hai Tong Bank Ltd.†                   |
| 15. Chung Khiaw Bank Ltd.                   | 33. United Chinese Bank Ltd.†                 |
| 16. Eastern Bank Ltd.                       | 34. United Commercial Bank Ltd.               |
| 17. Far Eastern Bank Ltd.                   |   |
| 18. First National City Bank Ltd.           |   |

\* Head Office in Penang.

† Bank incorporated in Singapore.

## POST OFFICE SAVINGS BANK

The number of depositors in the Singapore Post Office Savings Bank on 31st December, 1959, was 198,669 as compared with 189,619 on 31st December, 1958, an increase of 4.7 per cent. During the year 15,143 new accounts were opened and 6,093 accounts were closed.

The number of transactions for the year increased by .5 per cent from 362,967 in 1958 to 364,820.

At the end of the year the total amount standing to the credit of depositors, exclusive of interest, was \$42,730,803 as compared with \$46,341,098 on 31st December, 1958. The excess of withdrawals over deposits during the year was \$4,512,882 as compared with \$2,617,358 in 1958. Deposits totalled \$21,033,376 compared with \$23,577,491 in 1958. Withdrawals totalled \$25,546,258 compared with \$26,194,849 in 1958.

In 1959 the number of accounts opened exceeded the number of accounts closed by approximately 760 per mensem and the number of deposit transactions exceeded the number of withdrawal transactions by approximately 4,500 per mensem. There was, however, an excess of withdrawals over deposits of \$4,512,882 for the year, a monthly average of over \$376,000. This trend was very much in evidence in recent years. Many associations, societies, etc. had withdrawn their funds from the Bank apparently for investment in fixed deposits at higher rates of interest with commercial banks and the majority of the accounts closed were of many years' standing and consequently the sum of money involved were larger than those deposited in the new accounts. The table below shows the changes that have affected the revenue of the Bank since 1955.

Through the Schools Savings Scheme, school children deposited \$39,042 during the year.

Members of the Armed Forces continued to take advantage of the Forces Savings Scheme whereby deductions were made from their pay and credited to their Savings Bank accounts. By this method members of Armed Forces deposited \$487,909 during the year as compared with \$340,981 in 1958.

*Note.*—All 1959 figures are provisional.

		SINGAPORE			
<i>Details for the Years</i>		1956	1957	1958	1959
No. of new accounts opened	..	16,734	17,252	16,806	15,143
No. of new accounts closed	..	5,252	5,166	5,423	6,093
No. of Transactions—DEPOSITS	..	205,113	206,195	213,979	206,219
No. of Transactions—WITHDRAWALS	..	129,081	137,951	148,988	158,601
Amount deposited	..	\$25,073,457	22,975,609	23,577,491	21,033,376
Amount withdrawn	..	\$29,051,948	30,202,299	26,194,849	25,546,258
Total No. of Depositors	..	166,150	178,236	189,619	198,669
Total amount to credit of Depositors (plus provisional interest for 1959)	..	\$54,972,487	48,958,456	47,243,685	43,736,826

## BANK RATES OF EXCHANGE

The Malayan Exchange Banks' Association's best agreed rates on London throughout the year and the highs and lows of rates on other countries are shown below:

			<i>Bank's selling rate for telegraphic transfers or on demand drafts</i>		<i>Banks' buying rate for telegraphic transfers</i>	
On London	...	2-1-59	2/3	31/32	2/4	3/32
On London	...	15-1-59		2/4	2/4	1/8
On London	...	11-3-59	2/3	31/32	2/4	3/32
On London	...	19-3-59		2/4	2/4	1/8
On London	...	28-5-59	2/3	31/32	2/4	3/32
On London	...	29-6-59		2/4	2/4	1/8
On London	...	6-11-59	2/4	1/32	2/4	5/32
On London	...	31-12-59	2/4	1/32	2/4	5/32
On Australia	...	Highest	2/10	31/32	2/11	11/32
		Lowest	2/10	15/16	2/11	9/32
On New Zealand	...	Highest		2/4	—	
		Lowest	2/3	31/32	—	
On Burma	...	Highest	155	5/8	156	5/8
		Lowest	155	3/8	156	1/4
On India	...	Highest	155	5/8	156	5/8
		Lowest	155	3/8	156	1/4
On Ceylon	...	Highest	155		156	3/8
		Lowest	154	3/4	156	
On Pakistan	...	Highest	155	5/8	156	3/4
		Lowest	155	1/4	156	3/8
On Hong Kong	...	Highest	53	3/16	52	11/16
		Lowest	53	11/16	53	1/4
On U.S.A.	...	Highest	32	13/16	33	1/16
		Lowest	32	5/8	32	7/8
On Canada	...	Highest	32		32	3/8
		Lowest	30	7/8	31	3/16

The Bank of England rate remained unchanged throughout the year at 4 per cent. The Malayan Exchange Banks' Association interest rates also remained unchanged. Their agreed minimum rates were as follows:

	<i>Per annum</i>
Advances against Government and/or Municipal Securities ...	5 per cent
Clean Advances ...	5 per cent
Advances against Commodities ...	5 per cent
Advances against Stocks and Shares ...	5½ per cent
Advances against Property ...	6 per cent

## LEGISLATION

UNTIL THE coming into force of the new Constitution on the 3rd June, 1959, the head of the Legal Department in Singapore was the Attorney-General who was an official Minister. He was also the Public Prosecutor and the adviser to the Government in legal matters. After the coming into force of the new constitution the functions of the Attorney-General were taken over partly by the Minister for Labour and Law and partly by the State Advocate-General. The State Advocate-General is the Public Prosecutor and has also been appointed the Permanent Secretary for legal departments.

The enacted laws of Singapore fall into two parts: the principal legislation known as Ordinances and the subsidiary legislation made under them known as rules, regulations or bye-laws.

*The Revised Edition of the Laws in Singapore*, 1955, in eight volumes was completed in early 1956 and brought into force on the 1st July, 1956. Annual Supplements for the years 1956 and 1957 have been issued.

Seventy-five Ordinances were enacted in 1959. Of these 38 were enacted before the coming into force of the new Constitution and 37 were enacted after the coming into force of the new Constitution. Of the 38 Ordinances enacted before the coming into force of the new Constitution, one was an appropriation Ordinance, one was a repealing Ordinance, 22 were amending Ordinances and 13 were new Ordinances. Of the 37 Ordinances enacted after the coming into force of the new Constitution, one was a supplementary appropriation Ordinance, four were Ordinances to transfer powers, one was an Ordinance to invalidate proceedings of the City Council, one was an Ordinance to restrict proceedings of the court, 19 were amending Ordinances and 11 were new Ordinances.

The following are the most important of the Ordinances enacted during the year:

*The Pioneer Industries (Relief from Income Tax) Ordinance, 1959*

The object of this Ordinance was to encourage the investment of capital, local or foreign in industries which were not carried on in Singapore on a scale adequate to the economic needs of Singapore. Provision was made for relief from income tax on a pioneer industry's profits for a period of five years from the date when production in marketable quantities commence.

*The Industrial Expansion Ordinance, 1959*

This Ordinance which has not yet been brought into force, made provision for the encouragement of the expansion of existing industries where such expansion would be of economic benefit to Singapore. Provision was made for an allowance for income tax purposes of new capital expenditure incurred by an approved enterprise.

*The Customs (Amendment) Ordinance, 1959*

This Ordinance extended the power to impose customs duties to all goods.

*The Nursing Homes and Maternity Homes Registration Ordinance, 1959*

This Ordinance provided for the registration, control and suppression of premises used for the reception of sick or convalescent persons and of premises used for the reception of pregnant women or of women immediately after child birth.

*The Law Reform (Frustrated Contracts) Ordinance, 1959*

This Ordinance introduced into Singapore the provisions of the Law Reform (Frustrated Contracts) Act, 1943, and made detailed provisions for the adjustment of the rights and liabilities of parties to frustrated contracts.

*The Services Lands Board Ordinance, 1959*

This Ordinance established as a corporate body a Services Lands Board to hold land for the Service departments of the United Kingdom Government in Singapore.

*The Bankruptcy (Amendment) Ordinance, 1959*

This Ordinance made a number of amendments based on the United Kingdom Bankruptcy Acts of 1914 and 1926 to make the administration of the Bankruptcy Ordinance more effective. It also provided that contributions payable by a bankrupt as an employer

under the Central Provident Fund Ordinance during the twelve months before the date of the receiving order should rank as priority debts in the distribution of the property of the bankrupt.

*The Housing and Development Board Ordinance, 1959*

This Ordinance set up a Housing and Development Board to take over the housing and development functions of the Singapore Improvement Trust.

*The Planning Ordinance, 1959*

This Ordinance transferred the functions of the Singapore Improvement Trust in relation to planning and town improvement to a planning department of the Government.

*The Control of Manufacture Ordinance, 1959*

This Ordinance made provision for the control and licensing of manufacture for commercial purposes. It gave power to regulate the setting up of industries on a planned basis and to protect the local manufacturer.

*The Civil Law (Amendment) Ordinance, 1959*

This Ordinance amended the Civil Law Ordinance to provide that in assessing the compensation payable to the family of a person for loss occasioned by death no account shall be taken of any sum paid or payable on the death of the deceased under any contract of insurance and to enable damages to be awarded in respect of funeral expenses.

*The Federal Lands Commissioner Ordinance, Federation of Malaya (Incorporation) Ordinance*

This Ordinance incorporated the Federal Lands Commissioner of the Federation of Malaya and provided for the transfer to the Corporation of all the properties in Singapore formerly vested in the Chief Secretary, Federation of Malaya.

*The Adoption of Children Ordinance, 1959*

This Ordinance gave the court power to make an adoption order authorizing the adoption of an infant by the father or mother of the infant, either alone or jointly with his or her spouse. It also gave power to the court where a joint application is made for the adoption of an infant by two spouses and where one of the spouses and the infant are within the prohibited degrees of consanguinity, to make an order authorizing the two spouses jointly to adopt the infant, notwithstanding the fact that the other spouse is less than twenty-one years older than the infant.

*The Immigration (Amendment) Ordinance, 1959*

This Ordinance restricted the right of entry into Singapore without a Pass or Permit to citizens of Singapore and citizens of the Federation. It gave power to the Minister to prohibit by order any person other than a citizen of Singapore, from entering Singapore. The issue of entry permits and re-entry permits was made discretionary. Power was given to the Minister when making an order exempting any person or class of persons from the Immigration Ordinance to impose conditions.

*The Singapore Legislative Assembly Elections (Amendment) Ordinance, 1959*

This Ordinance amended the Singapore Legislative Assembly Elections Ordinance to implement certain recommendations of the Report of the Commission of Inquiry into corrupt or undesirable practices at elections. The Ordinance also introduced compulsory voting and provided for the imposition of sanctions against electors on the electoral registers who fail to vote at an election. Provision was made for age and residence qualification for membership of the Legislative Assembly under the new Constitution.

*The Nanyang University Ordinance, 1959*

This Ordinance incorporated by Ordinance the Nanyang University, which was formerly a limited liability company. It also provided for a limited Government participation in the administration of the University by representation on the University Council.

*The Minister for Finance (Incorporation) Ordinance, 1959*

This Ordinance which was originally enacted as the Financial Secretary (Incorporation) Ordinance, 1959, incorporated the Financial Secretary (now the Minister for Finance) and provided for the vesting in the corporation of all the properties formerly vested in the Chief Secretary under the Chief Secretary (Incorporation) Ordinance.

*The Foreign Judgments (Reciprocal Enforcement) Ordinance, 1959*

This Ordinance which followed the provisions of the United Kingdom Foreign Judgments (Reciprocal Enforcement) Act, 1933, as amended by the Administration of Justice Act, 1956, provided for the registration and enforcement of foreign judgments.

*The Estate Duty (Amendment) Ordinance, 1959*

This Ordinance provided that gifts of property made within five years (instead of three years as formerly) of the death of the deceased shall be deemed to form part of the property of the deceased at his death for the purpose of liability to estate duty. It also

made it the duty of persons accountable for estate duty to submit estate duty accounts within six months of the death of the deceased.

*The Singapore Citizenship (Amendment) Ordinance, 1959*

This Ordinance made the necessary amendments to the Singapore Citizenship Ordinance consequent on the enactment of the State of Singapore Act, 1958, so as to confer the status of a Commonwealth citizen and a British subject on a citizen of Singapore. The provisions relating to treating periods of absence from Singapore as periods of residence in Singapore was amended to give the Minister a complete discretion in respect of any length of absence exceeding six months.

*The Laws of Singapore (Miscellaneous Amendments) Ordinance, 1959*

This Ordinance made a number of amendments to the laws of Singapore consequential on the enactment of the Singapore (Constitution) Order in Council, 1958. The most important of these amendments was an amendment to the Criminal Procedure Code to provide that while the decision to request the assistance of British forces in aid of civil authorities would rest with the Ministers in Singapore, Her Majesty's Government in the United Kingdom would retain ultimate discretion whether, how and to what extent to accede to such request.

*The Financial Procedure Ordinance, 1959*

This Ordinance provided for the financial and accounting procedure of the State of Singapore.

*The City Council (Suspension and Transfer of Functions) Ordinance, 1959*

This Ordinance provided that the City Council shall cease to be responsible for the local government of the City of Singapore and transferred the powers of the City Council to the Minister.

*The Singapore Legislative Assembly Elections (Amendment No. 2) Ordinance, 1959*

This Ordinance provided for the appointment of Parliamentary Secretaries and also provided that they shall not be deemed to be holders of the public office for the purposes of Part V of the Singapore (Constitution) Order in Council, 1958.

*The Audit Ordinance, 1959*

This Ordinance provided for the terms of service and duties of the Director of Audit and sets out the procedure for the audit of Government and other public accounts.

*The Factories (Amendment) Ordinance, 1959*

This Ordinance extended the definition of factory to include certain premises in which less than ten persons are employed, if for example mechanical power is used in such premises.

*The Development Loan (Local) Ordinance, 1959*

This Ordinance provided for the raising of loans for development purposes in Singapore.

*The Development Fund Ordinance, 1959*

This Ordinance constitutes a Development Fund and provides for the application of the Fund for capital development in Singapore.

*The Trade Unions (Amendment) Ordinance, 1959*

This Ordinance gave power to refuse registration to and to cancel the registration of, yellow and splinter unions.

*The Criminal Law (Temporary Provisions) (Amendment No. 2) Ordinance, 1959*

This Ordinance extended the operation of the Ordinance for a further period of five years and gave the Minister power, in appropriate cases, instead of or after making a detention order, to make an order directing the person to be under police supervision for a period not exceeding three years. Provision was made for the control of the activities of persons under police supervision and it was provided that any person subject to police supervision who is convicted of any of the scheduled offences shall be liable to double the maximum term of imprisonment for the offence and also to caning.

*The Limitation Ordinance, 1959*

This Ordinance enacts for Singapore the provisions of the English Limitation Act of 1939 relating to the limitation of acts and arbitrations.

*The Moneylenders Ordinance, 1959*

This Ordinance provided for the registration and licensing of moneylenders. It provided that in every case where the interest exceeds 18 per cent per annum in the case of unsecured loans or 12 per cent per annum in the case of a secured loan the interest shall be deemed excessive and the moneylending transactions harsh and unconscionable.

*The Enemy Property Ordinance, 1959*

This Ordinance enacted for Singapore the provisions of the United Kingdom Enemy Property Act, 1953, and was designed to indemnify persons who acting in good faith dealt with property erroneously assumed to be enemy property. It also provided for the disposal of income from enemy property and in respect of patents and copyrights infringed owing to the war.

*The Massage Establishments Ordinance, 1959*

This Ordinance provided for the licensing and control of establishments used for massage, baths or other similar treatment.

*The State Advocate-General (Transfer of Powers) Ordinance, 1959*

This Ordinance provided for the transfer of powers relating to civil proceedings and other professional legal functions from the Minister to the State Advocate-General.

*The Maintenance (Facilities for Enforcement) Ordinance, 1959*

This Ordinance gave power to the court to make orders attaching sums failing to be paid by way of wages, salary or other earnings or by way of pension for the purpose of enforcing maintenance orders in favour of wives and children.

*The Cinematograph Film Hire Duty Ordinance, 1959*

This Ordinance provided for the levy of a cinematograph film hire duty leviable on the gross receipts derived from the renting of cinematograph films which are released for exhibition.

*The Preservation of Public Security (Amendment) Ordinance, 1959*

This Ordinance extended the operation of the Preservation of Public Security Ordinance, 1955, for a further period of five years. It removed the provisions for an appeal to an Appeal Tribunal and provided instead for a reference to an Advisory Committee.

*The Common Gaming Houses (Amendment) Ordinance, 1959*

This Ordinance gave power to the Minister to declare any game, methods, device, scheme or competition to be a lottery and enabled a police officer not below the rank of Sergeant to give presumptive evidence that a document is a lottery ticket or an account, memorandum or record of stakes or wagers in relation to a lottery.

*The Minor Offences (Amendment) Ordinance, 1959*

This Ordinance made it an offence to have without lawful authority or reasonable excuse any knife or offensive weapon or any explosive or explosive substance and made illegal the possession,

manufacture, sale, loan or hire of any flick knife or gravity knife. It also amended the law relating to soliciting in public places.

*The Transfer of Powers (No. 2) Ordinance, 1959*

These Ordinances provided for the transfer of the powers of the Governor in Council and of the Governor to the Yang di-Pertuan Negara and to the Minister.

*The Merchant Shipping (Amendment) Ordinance, 1959*

This Ordinance amended Part VIII of the Merchant Shipping Ordinance which relates to the liability of shipowners to give effect to the International Convention relating to liability of owners of sea-going ships which was signed at Brussels on 10th October, 1957.

### COURTS

Courts of Law are established under the constitutional instruments of the State as amplified in local ordinances. The judges, magistrates and court officials collectively form the Judicial Department under the Chief Justice.

*Civil Litigation*

There were two Civil District Courts in 1959. Each Court is presided over by a District Judge who is empowered to try cases of civil nature in which the amount in dispute does not exceed \$1,000. Cases involving larger sums are heard in the High Court which has unlimited jurisdiction and is presided over by the Chief Justice or by a Puisne Judge. There were in 1959 a Chief Justice and five Puisne Judges. The High Court also hears appeals from Civil District Courts. Appeals from the High Court are heard by the Court of Appeal composed of three Judges. A further appeal in certain cases lies to the Privy Council. These Courts are constituted under the Courts Ordinance, which also provides for Rules Committees to prescribe rules for the detailed conduct of business. The Court of Appeal and the High Court in both its civil and criminal jurisdiction are collectively described as the Supreme Court.

Most civil actions are begun by Writs of Summons. The issue of Writs of Summons and other processes forms a large part of the work of the Courts of Civil jurisdiction and their registries.

During the year there was a marked increase in civil litigation. 1,899 Suits were instituted in the High Court in 1959 as compared with 1,694 Civil Suits in 1958. However, the number of cases set down for trial during the year was 496 which was almost the same

as that for the previous year. The period of waiting for a Civil Suit to be heard has, however, been slightly longer than in the previous year. On an average Civil Suits were being heard in the High Court within ten months of their having been set down for trial. The volume of work in the Civil District Courts was almost the same as in the previous year. A little over 5,000 actions were instituted during the year in the Civil District Courts.

### *Criminal Courts*

There were altogether 12 Criminal District and Magistrates' Courts constituted under the Courts Ordinance at the end of 1959, and one Juvenile Court constituted under the Children and Young Persons Ordinance. Magistrates' Courts are presided over by magistrates, with powers which in general extend to the award of six months' imprisonment and \$1,000 fine. District Courts are presided over by District Judges who may impose sentences up to three years' imprisonment and \$3,000 fine. There are exceptions to the above general rules. For administrative convenience, two Magistrates' Courts specialised in road traffic offences and another specialised in offences concerning unauthorised building, hawking and other breaches of the Municipal Ordinance. A special procedure is laid down for the Juvenile Court which tries offenders below the age of 16 and may send them to approved schools, approved homes and places of safety but not to prison. The Juvenile Court is housed separately from the other Criminal Courts.

Graver offences are tried in the High Court at monthly Assizes after preliminary inquiry in a Magistrate's Court. At the Assizes a Judge of the High Court sitting with a jury of seven has unlimited jurisdiction. The High Court has power on appeal to alter the findings, sentences and other orders of the District and Magistrates' Courts. For cases heard in the High Court an appeal lies to the Court of Criminal Appeal consisting of three or more Judges, and in certain cases, a further appeal may be made to the Judicial Committee of the Privy Council.

The conduct of business in the Courts in criminal cases is governed by the Criminal Procedure Code. Crimes broadly speaking, fall into two categories, seizable and non-seizable. Non-seizable crimes are the less serious ones for which the offender may not ordinarily be arrested without a warrant.

During 1959 Criminal Assizes sat continuously throughout the year. In January, April and December, Assizes were held simultaneously in two separate Courts. In all 136 cases involving 188

accused were heard in the Assizes in 1959 as compared with 106 cases involving 137 accused in the previous year. 27.6 per cent of the persons tried were for offences against the person, 57 per cent were for robberies and the remaining 15.4 per cent were for miscellaneous offences against property such as cheating, forgery and allied offences.

In 1957, 2,417 adults were dealt with for offences against the person and 1,342 adults were dealt with for offences against property in the Criminal District and Magistrates' Courts. The corresponding figures for the previous year were 2,591 adults for offences against the person and 1,250 adults for offences against property. During the year 355 children and young persons were dealt with in the Juvenile Court as against 326 in 1958.

### *Coroner's Court*

There were two Coroner's Courts in 1959. Under the Criminal Procedure Code a report must be made to the Coroner in cases where a death appears to have occurred in a sudden, violent, unnatural or unknown manner. In every case of death of any person detained in a prison or lock-up, or of any person who suffers capital punishment, the Coroner is required to hold an inquest with jurors to ascertain the cause of death. In other cases an inquiry without jurors is permitted. There were 20 inquests with jurors and 973 inquiries without jurors in 1959, as compared with 14 inquests with jurors and 887 inquiries without jurors in 1958. The Coroner may require the Police to initiate further investigations if he finds that a death has occurred as a result of criminal act. He has also certain powers of arrest.

### BANKRUPTCY AND COMPANY LIQUIDATION

A notable feature of the year under review was that Receiving Orders made against wage-earners showed a decrease from previous years and in fact were about half the number for the year 1957.

Trade bankruptcies showed a slight increase as against the previous year's figures. Comparative figures for 1959 and the two preceding years are given below:

	1957	1958	1959
Receiving Orders made—			
1. Wage-earners ... ..	378	233	196
2. Traders ... ..	63	46	52
	\$	\$	\$
Liabilities of bankrupts (approximately)	4,231,637	3,370,030	3,237,118
Estimated value of assets ... ..	328,890	548,676	258,902

The 52 businesses which went bankrupt in 1959 were not confined to any particular type of trade but were fairly representative of all the small businesses carried on in Singapore. General merchants and sundry provisions shops formed the largest group (6) with textile dealers (5) next and the other businesses consisted of building contractors (3), dealers in old newspapers and paper bags (3), watch dealers (2), radio dealers (2), ship chandlers (2), printing press (1), sugar merchant (1), leather goods (2), motor-cycle dealers (1), timber dealer (2), fish dealers (1) and other similar trades.

### *Compulsory Liquidation of Companies*

There was a marked increase in the number of limited companies which were wound up by the court during 1959 as compared with previous years. Nine companies consisting of firms dealing in rubber (3), advertising (1), radio (1), mines (1), building contractor (1), import and export (1) and property and shares (1) were unable to pay their creditors and were forced into liquidation.

The estimated total liabilities of eight of these companies are approximately \$2,704,000 and estimated value of assets amounts to \$530,000. The figures for one company are not yet available. The giving of credit facilities to companies greater than is justified by the financial position of the company appears to be the basic cause of the liabilities outstanding when such companies become eventually insolvent.

### PUBLIC TRUSTEE

When a person dies his or her assets, apart from personal effects, should be distributed among the beneficiaries according to the law of distribution applicable in each case.

To obtain money in a deceased's bank account or to sell landed property which was owned by the deceased it is necessary to obtain Letters of Administration or a Grant of Probate.

If the assets left by the deceased are of no great value the cost of applying for Letters of Administration or a Grant of Probate may reduce the money left for distribution by a disproportionate amount.

The Public Trustee was appointed to administer these small estates so that the beneficiaries can obtain the shares due to them. Where the value of the assets left by the deceased is below \$2,000 the procedure is simplified thereby reducing the cost of administration.

The Public Trustee may also agree to administer large estates and is at present the administrator of a number of such estates, one of which has assets valued at over \$1 million.

During 1959 the Public Trustee received a further 311 estates to administer and in addition to this, the Central Provident Fund Board transferred to the Public Trustee for distribution the contributions of 285 members who had died without having nominated a trustee for their Central Provident Fund money or where the person nominated was under 18 years of age.

The total liquid assets held by the Public Trustee in trust for the beneficiaries to 388 estates as at the end of 1959 amounted to \$2,540,000 and the estimated value of other assets such as houses and land was \$913,000.

As at the end of 1959 \$2,029,442.69 of the money held by the Public Trustee in trust for beneficiaries was invested in a Common Fund and interest at the rate of  $3\frac{1}{2}$  per cent per annum is credited to each estate whose funds have been invested.

#### SOCIETIES

During the year 86 societies were registered and 20 granted exemption under the Societies Ordinance. On the other hand 49 societies were dissolved under section 17 (1) and 60 were declared to have ceased to exist under section 6 (2) of the Ordinance. The total numbers of societies on the register at the close of the year were 1,173 registered and 997 exempted.

#### CRIME

Statistics for crime reported to the Police again show a deterioration. But considering that Singapore is a city and a port, that it is densely populated and is cosmopolitan, that it has very open houses and that it suffers from a fair amount of unemployment and a great deal of secret society gangsterism, with all its attendant evils, the crime situation is not abnormal compared with present day world standards.

At the beginning of the year it was already clear that the special detention powers adopted in August 1958 to deal with the criminal influence of the secret societies were not having any lasting effect upon the situation. Detention without punishment or any form of compulsory work proved to be a hollow deterrent and ring leaders were replaced as fast as they were detained. Meanwhile those under detention in enforced idleness were merely becoming more hardened cases.

In June the newly elected P.A.P. Government at once introduced a much more severe policy towards the licensing of places of amusement, the supervision of places which had become centres of vice, and the censorship of films and publications. After a careful study of the situation it introduced new legislation for the control of hotels, massage establishments and gaming, and it amended the special detention powers to provide an alternative of police supervision on conditions, including a curfew, which if broken would result in a minimum punitive sentence of one year's imprisonment. Before giving wide application to this last amendment Government proclaimed a period from 16th November to 3rd December, 1959 during which persons involved in secret society activities, who had been drawn into them against their will, could come forward to the State Advocate-General, clear themselves and evade further trouble. A large number of people availed themselves of this offer but they produced little evidence and a few of them had been currently active. This offer, however, had a good psychological effect and there has been little public sympathy for those subsequently detained or placed on special police supervision.

By the end of the year some improvement was discernable, the total number of secret societies having dropped from 234 in the first half of the year to 168 in the second half as compared with a total of 334 for 1958. 276 suspects were under detention and 187 were under police supervision. The Secret Societies Branch has charged 721 persons in Court for a variety of offences which include 221 persons for robbery, 165 for extortion, 9 for possession of firearms, 17 for possession of offensive weapons and 24 for abduction. A record quantity of offensive weapons was seized which included 257 bottles and bulbs containing acid. A total of 44 persons was registered as suspected persons of unlawful societies by the Registrar of Societies. This Branch recovered 17 revolvers and 6 pistols as compared with the recovery of 2 revolvers and 3 pistols in 1958.

Increased pressure upon organised secret society crime has unfortunately had the effect of forcing participants to resort to other forms of more indiscriminate crime such as street robberies, house-breakings and thefts of vehicles, etc., the figures for which are all higher than in previous years.

Two noteworthy trends have been the great increase in theft of motor vehicles from streets and a serious increase in the use of corrosive substances during attacks on persons or property. 598 motor vehicles have been stolen during the year representing an increase of 181 over the figure for 1958. 309 vehicles have been

recovered. There have been 17 cases of the use of corrosive substance causing hurt during the year as compared with 11 for 1958.

The number of murder cases has risen by 12 to a total of 50 for the year. Seven of these were due to secret society clashes. Thirty-five of them have been solved but in only small proportion has it been possible to take cases to court.

The following figures summarise general trends over the past four years:

	1959	1958	1957	1956
Total of offences against Person and Property ...	13,337	10,927	8,769	8,407
Per 1,000 population ...	7.50	7.39	5.96	6.66
Percentage cleared up ...	19.78	21.02	23.8	25.4

#### OTHER TYPES OF CRIME

##### *Narcotics*

The Narcotics Branch was below strength throughout the year because the staff were diverted to secret society duties, but nevertheless obtained good results in spite of this staff shortage, as under:

	1957	1958	1959
Addicts charged ...	676	637	1,634
Implements seized ...	3,731	3,509	4,495
Opium seized in lb. ...	306	213½	165

##### *Commercial Crime Branch*

The Commercial Crime Branch has investigated 41 cases under the Penal Code, 8 cases under the Poison Ordinance, 10 under the Merchandise Marks Ordinance and conducted 16 miscellaneous inquiries. In addition, this Branch carried out 70 inquiries into activities of confidence tricksters and gaming swindlers having close association with secret societies resulting in the detention of a number of these tricksters. This racket was smashed by the end of the year.

##### *Anti-Vice*

The Anti-Vice Branch made a total of 1,025 checks on hotels resulting in 57 summonses taken out and fines totalling \$6,322 imposed. At the beginning of the year there were 233 registered hotels and Police objections against these hotels resulted in 37 having their licences cancelled by the Hotels Licensing Board. At the end of the year there were in all 191 registered hotels. Thirty-three juvenile prostitutes were rescued and handed over to the Department of Social Welfare. There were three prosecutions for exhibiting obscene films.

*Gambling*

The Gambling Suppression Branch continued unceasing action against all forms of gambling; a total of 669 raids were conducted as a result of which 50 clubs, on recommendation to the Registrar of Societies under the Society Ordinance, were dissolved for permitting habitual gaming in their premises. A total of 102 *Chap Ji Ki* lottery cases was taken to Court in which fines totalling \$54,908 were imposed and \$11,858 were paid. Out of 135 prosecutions involving 'Character' lottery fines totalling \$92,377 were imposed and \$72,403 were paid. 330 persons were charged for gaming in common gaming houses and \$2,540 were imposed in fines and was paid.

*Property Offences Branch*

The Property Offences Branch has taken action as follows:

	1958	1959
Checks on Secondhand Dealers ...	6,000	2,178
Prosecutions of ...	65	15
Checks on Pawnshops ...	1,266	522
Prosecutions of ...	3	3

At the end of the year there was a total of 404 secondhand dealers licensed and 45 pawnshops.

*Preventive Detention Ordinances*

The Preservation of Public Security Ordinance and the Criminal Law (Temporary Provisions) Ordinance were both renewed for a period of five years as from 21st October, 1959.

## SINGAPORE POLICE FORCE

The Commissioner of Police is charged with the direction and administration of the Force and he is assisted by a Deputy Commissioner, who is in administrative command of the Force, and five Assistant Commissioners in charge of separate commands which, as they stood at the close of the year, may be summarised as follows:

- (1) the Special Branch, under a Director with the rank of Deputy Commissioner who commands a specialist staff for collecting and collating security intelligence;
- (2) the Areas Command, under a Senior Assistant Commissioner who has the responsibility for all routine and everyday Police duties and for this purpose is in charge

of all uniform branch Police in the eight Divisions with their 39 sub-stations and posts, the Communications Division, the Guard and Escort Unit and the Volunteer Special Constabulary;

- (3) the Detachments Command, under an Assistant Commissioner who is in charge of the specialised mobile reserve detachments—the Gurkha Contingent and the Reserve Unit—and of the Traffic Branch, the Marine Division, which has nine Stations and Posts, the Security Unit, the Motor Transport Office and the Dog Unit;
- (4) the Criminal Investigation Department, under an Assistant Commissioner who is responsible for general criminal intelligence and investigation and prosecution of all crime for which purpose he has under his command centralised record offices and seven branches at H.Q. for very serious or specialist types of crime, de-centralised branches in Divisions for all ordinary crime and a Court Prosecuting staff;
- (5) the training and Personnel Command, under an Assistant Commissioner who is in charge of the Training School, recruiting, the Advanced Training Unit, the Detective Training Unit, Force Education and all personnel affairs, including supervision of the Women's Police Contingent.

The Force is assisted within the precincts of the Naval Base and the Harbour Board by small separate Police Forces.

Also attached to the Headquarters staff are the following :

- (i) a Police Secretary, normally a civilian administrative officer who is responsible for public relations, estimates and management of the civilian staff. Owing to the shortage of administrative officers, an Assistant Superintendent of Police has acted in this post since March 1959;
- (ii) an Organisation and Planning Branch of three Staff Officers for special campaigns, internal security exercises, revision of Orders and the administration of the Quartermaster Stores, Force Armament, Arms and Explosives, and Weights and Measures Branches;
- (iii) a financial officer and staff.

For major operations, or for combined operations with Military Internal Security Forces and Civil Defence, the Force Headquarters has a specially designed Combined Operations Control Centre in which is accommodated the Communications Division with its centralised control of Police radio, telephone and teleprinter communications and a 24-hour duty room for everyday emergency calls.

The chain of command is straightforward and does not require illustration.

The authorised and actual strength of the Force has been as follows:

	1957		1958		1959	
	Authorised	Actual	Authorised	Actual	Authorised	Actual
<b>(a) Main Force—</b>						
Commissioner ...	1	1	1	1	1	1
Deputy Commissioner ...	1	1	1	1	1	2
Senior Assistant Commissioner ...	2	2	2	2	2	1
Assistant Commissioner	3	3	4	3	4	1
Superintendents ...	16	10	16	11	16	15
Deputy Superintendents	27	26	27	26	27	13
Assistant Superintendents	62	36	62	62	63	56
Chief Inspectors ...	13	11	13	10	13	5
Inspectors and Probationary Inspectors ...	307	304	308	312	319	297
Sub-Inspectors ...	13	11	13	9	13	8
Staff Sergeants ...	52	51	52	42	51	40
Sergeants ...	230	206	280	256	280	253
Corporals ...	569	529	569	515	569	531
Lance Corporals ...	406	310	406	313	406	361
Police Constables ...	2,156	1,962	2,156	2,040	2,156	2,143
Detective Sub-Inspectors	15	14	15	13	17	14
Detective Staff Sergeants	44	41	44	40	46	40
Detective Sergeants ...	82	74	82	77	88	81
Detective Corporals ...	169	165	169	159	197	152
Detective Constables ...	226	223	226	214	236	219
Women Inspectors ...	2	2	2	2	2	4
Women Staff Sergeants ...	1	1	1	1	1	1
Women Sergeants ...	8	5	8	5	11	4
Women Corporals ...	15	6	15	8	15	7
Women Constables ...	44	45	44	54	44	52
<b>Total ...</b>	<b>4,465</b>	<b>4,039</b>	<b>4,516</b>	<b>4,176</b>	<b>4,578</b>	<b>4,301</b>
<b>Ratio to population ...</b>	<b>1/364</b>		<b>1/363</b>		<b>1/375</b>	

		1957		1958		1959	
		Autho- rised	Actual	Autho- rised	Actual	Autho- rised	Actual
<b>(b) Guard and Escort Unit (formerly known as Special Constabulary (Active))—</b>							
Commandant	...	1	1	1	1	1	1
Assistant Commandant	...	1	1	1	—	1	—
Chief Inspector	...	1	1	1	1	1	1
Inspectors	...	15	15	15	15	11	10
Sergeants	...	48	48	48	47	23	18
Corporals	...	88	85	88	83	55	41
Lance Corporals	...	73	70	73	69	47	57
Guard Constables	...	748	1,078	734	1,059	686	688
Woman Special Constable	...	—	1	—	1	—	—
Total	...	975	1,300	961	1,276	825	816

**(c) Volunteer Special Constabulary—**

Commandant	...	1	1	1	1	1	1
Deputy Commandant	...	1	1	1	1	1	1
Assistant Commandant	...	13	11	13	12	13	13
Chief Inspectors	...	19	16	16	16	16	11
Inspectors	...	41	38	38	38	38	33
Staff Sergeants	...	15	8	14	2	14	11
Sergeants	...	152	75	126	62	126	68
Corporals	...	125	94	121	87	121	58
Lance Corporals	...	208	152	206	153	206	135
V.S.C.	...	925	707	944	767	944	714
Women V.S.C.	...	—	2	20	1	20	17
Total	...	1,500	1,105	1,500	1,140	1,500	1,062

Included in the main Force are the 316 Inspectors and Other Ranks of the Gurkha Contingent.

There are 75 trained V.S.Cs. on reserve who could, at short notice, be called up for active duty.

In composition the relative Malay and Chinese proportions of the actual strength of the regular Force, the Guard and Escort Unit and the Volunteer Special Constabulary can best be seen from the following:

			<i>Malays</i> <i>Per cent</i>	<i>Chinese</i> <i>Per cent</i>	<i>Others</i> <i>Per cent</i>
Regular Officers	...	...	8	44	48
Regular Inspectors	...	...	11	50	39
Regular Uniform Branch Rank and File			68	11	21
Regular Plain Clothes Branch Rank and File	...	...	15	64	21
Guard and Escort Unit	...	...	90	4	6
Volunteer Special Constabulary	...	...	43	38	19
Of the whole	...	...	59	22	19

#### TRAFFIC

The licensing and registration of vehicles were, as previously, carried out by the Registrar of Vehicles. The following table gives the total number of vehicles registered in the State of Singapore at the end of 1957, 1958 and 1959:

##### MECHANICALLY PROPELLED VEHICLES

<i>Year</i>		<i>Cars</i>	<i>Taxis</i>	<i>Commer- cial Vehicles</i>	<i>Motor Buses</i>	<i>Trolley Buses</i>	<i>Motor Cycles</i>	<i>Total</i>
1957	...	48,682	2,665	11,528	1,233	50	10,344	74,504
1958	...	53,521	3,053	12,448	1,264	50	12,253	82,584
1959	...	57,894	3,296	13,052	1,292	50	14,306	89,890

The following table indicates the number of road accidents and casualties which occurred during 1957, 1958 and 1959:

	<i>1957</i>	<i>1958</i>	<i>1959</i>
Total number of accidents reported	23,816	25,013	25,683
Persons Killed	167	193	191
Persons Injured	2,767	3,817	4,779
Total number of Persons Killed or Injured	2,934	4,010	4,970

Comparative figures for deaths and injuries per 1,000 vehicles resulting from traffic accidents are:

	<i>1958</i>	<i>1959</i>
Deaths	2.33	2.12
Seriously Injured	9.9	11.7
Dead and Injured—all categories	49	55

The traffic problem in general is dealt with piecemeal by several different authorities and the Police consider that this is unsatisfactory. A central authority is required with overall powers in connection with driving licences, testing of drivers, vehicles inspection, licensing of vehicles, maintenance of traffic signals and signs. The control and the regulating of road traffic and the enforcement of all traffic regulations is the proper function of the Police.

The main problem is still the lack of parking space. A start was made in December to introduce a ticket system in the congested business area of the City and it is hoped that this will be further extended in the near future. This should tend to make people rely more and more on public transport when it becomes fully effective. The parking problem and the safe and free flow of traffic are still being aggravated in many busy parts of the City by shop-keepers and hawkers who obstruct the pedestrian pavements and the edges of the roads with their wares and barrows, thus forcing pedestrians on to the roads.

Traffic control equipment includes the following light signals:

		1957	1958	1959
Vehicle Actuated	...	6	14	20
Fixed Time Cycle	...	61	54	49
Pedestrian Traffic Lights	...	6	6	6
Total	...	73	74	75

Six vehicles actuated traffic lights were installed, five of which replaced fixed time cycle controlled lights and one at the junction of Changi Road x Jalan Eunus x Still Road was a new installation.

#### MARINE AND PORT POLICE

This Division, which has its headquarters at Cavanagh Bridge at the mouth of Singapore River, has sub-stations at Tanjong Kling, Pulau Ubin and Pulau Tekong, a Boat Station at Clifford Pier and five Village Constable Posts on the islands.

It operates 32 launches of between 30 and 48 feet and six sampans of 22 feet. Thirty-two of its craft are equipped with radio, linked to the Marine Operations Room at Cavanagh Bridge.

The function of the Division is to patrol the harbour area and port limits and to check vessels under the Port Rules and Merchant Shipping Ordinance in addition to searching vessels for illegal immigrants and smuggling. There is also a small crime branch for dealing with all offences taking place at sea.

## CUSTOMS DEPARTMENT

*Customs*

With free-port status, which Singapore has enjoyed since 1819, only petroleum, intoxicating liquors and tobacco are dutiable when released for domestic consumption.

As was to be expected, the prevailing high duties on tobacco and liquor resulted in intense smuggling activity, particularly of easily transportable cigarettes from the Rhio Islands of Indonesia which lie only a few miles to the south of Singapore. Tobacco, especially cigarettes, is exported duty-free to these islands and in a matter of hours is run back to Singapore in fast speedboats for easy disposal through itinerant hawkers. Countermeasures, based on intelligence reports and the strategic deployment of Customs high-powered interceptor craft, caused a heavy toll and approximately 14 tons of cigarettes and tobacco, along with 34 smugglers' boats, were captured. Illicit samsu (rice wine) distilling in the rural areas demanded the constant attention of Excise staff who detected and broke up 245 distilleries during the year.

The Customs Department also assisted in the enforcement of non-fiscal controls on imports and exports and veterinary, agricultural and postal restrictions.

## SEIZURES OF CONTRABAND

	<i>Unit</i>	<i>1958</i>	<i>1959</i>
Tobacco, including cigars and cigarettes ...	lb.	51,346	32,304*
Imported Liquors ...	gallons	148	316
Locally distilled liquors (samsu)	gallons	1,674	2,310
Beer and Stout ...	gallons	—	157
Fermented Rice Mash (for the manufacture of samsu) ...	gallons	45,016	54,975
Petroleum ...	gallons	—	512
Unlicensed Stills ...		187	245
Jackpot Machines ...		—	3
Opium, raw and prepared ...	lb.	1,788	1,609.378
Indian Hemp ...	lb.	15	162.750
Morphine ...	grammes	253	—
Gold ...	lb.	5.497	94.283
U.S. Gold Coin— (\$10—21 pieces) ... (\$20— 4 pieces) ...	} pieces	—	25
Miscellaneous Trade Goods (value) ...			
		\$720	—

\*Duty free exports to the Rhio Archipelago were 500,000 lb. less in 1959 than in 1958.

## VEHICLES USED IN SMUGGLING

	1958	1959
Motor cars ... ..	36	35
Bicycles ... ..	30	17
Motor cycles ... ..	2	—
Marine craft ... ..	23	33
Outboard motors ... ..	35	16

## FORFEITURES CREDITED TO GOVERNMENT REVENUE

	1958 \$	1959 \$ c.
Forfeited goods—proceeds of sale credited to revenue ... ..	110,412	39,429 76
Currency forfeited under Finance Regulations (including excess currency, e.g. Indian rupees, Indonesian rupiahs, Malayan dollars, French francs, etc.) Equivalent Malayan Dollar value	582	5,400 00
Total ...	<u>110,994</u>	<u>44,829 76</u>

*Narcotics*

Opium remains the principal illicit dangerous drug to which there is addiction on any appreciable scale in Singapore while ganja (*Cannabis Sativa*) in very small quantities is used by a negligible proportion of the population. Seizures of opium during the year by Customs and Police totalled 1,784 lbs.

Once again most of the opium seized was identified as of 'Yunnan' origin, that is to say, opium produced in the Thai/Burma/China/Laos border areas. There was a slight decrease in the amount of opium seized compared with 1958. This may have a bearing on the pressure maintained on smugglers through the effective planning of preventive sea patrols, improved intelligence and the vigorous anti-opium campaign carried out by the Customs and Police jointly.

The Opium Treatment Centre on St. John's Island pursued its vital task of rehabilitating addicts bound over by the Courts and an encouragingly larger number who volunteered for treatment.

The Singapore Central Narcotics Intelligence Bureau continued its close liaison with neighbouring countries in South-East Asia and beyond. The exchange of information with countries such as India, Pakistan, Burma, Thailand, Hong Kong, Australia, Federation of Malaya and Indonesia is proving mutually advantageous. The *Narcotics Bulletin* issued monthly, with its world-wide distribution in 27 countries, contains much information of value to narcotics traffic suppression authorities.

*Department of Chemistry and Inspectorate of Dangerous Materials*

The Department of Chemistry provides chemical and allied scientific services to other Government departments and to a small extent to the public. The Medical and Health Departments, the Police and the Customs, as usual, make full use of its services.

*Work from the Health Department*

This work includes examination of food and drugs samples from non-city areas, toxicological specimens from the hospitals, trade and sewage effluents and advice on dust problems arising from stone crushing. Through the Inspector of Poisons, samples of medicines from sellers are regularly checked to ensure absence of listed poisons and contents are as claimed on the label. Drugs and medicinal preparations manufactured by the Government Medical Store continued to be checked by regular assays of raw and final products.

*Work from the Police Department*

Police investigating officers make full use of the forensic laboratories for their scientific evidence. Exhibits include blood and seminal stains, fireworks, firearms, documents, arson and miscellaneous exhibits. The department advises the Police on problems arising from explosive magazines. The recently installed comparator microscope and the electrical source unit for the quartz spectrographs have proved their worth in the increase convenience by which significant evidence has been detected and recorded for production in court.

*Work for Customs Department*

Most of the work carried out is for the assessment of duty. Liquors, tobacco and petroleum products are the main commodities. Liquors containing poisonous metals are prohibited import and approximately 300 samples of liquors have been checked for copper and lead content.

The preventive branch of the Customs Department have provided the usual assay of illicit narcotic seizures and smuggled cigarettes and spirits.

*Work from Commerce and Industry*

The Singapore Harbour Board continued to seek technical advice on transport and classification of hazardous goods. Queries have increased considerably.

The number of ship inspections for freedom of inflammable petroleum vapour prior to docking or repair has increased. The inspections are required at short notice and any delay would be detrimental for the competitive position of the State of Singapore as a ship repairing port.

Other work includes checking the flash points of petroleum and testing of explosives prior to import.

#### PRISON ADMINISTRATION

The Prisons Department administers the Outram (Local) Prison (for short term prisoners), the Remand Prison, the Female Prison, two Reformatory Training Centres (Borstal institutions), a closed institution at Pearl's Hill and an open institution at Changi Camp, the Changi Prison for long term prisoners (including a Corrective Training and a Preventive Detention Wing), and the open prison at Woodlands. These establishments can accommodate 2,116 persons under normal conditions. Also administered by the Prisons Department is the Opium Treatment Centre on St. John's Island, providing accommodation for 250 patients.

The staff of the Prisons Department under the Commissioner consists of a Deputy Commissioner, three Superintendents, three Assistant Superintendents, an Industrial Manager, six Chief Officers, 68 Principal Officers, 14 Sub Officers, 335 Warders, in addition to instructors, clerks and others. The female staff consists of a Matron, an Assistant Matron and 11 Wardresses, and the Opium Treatment Centre is staffed by a Superintendent and 42 Attendants.

A total of 6,226 persons were received into the Prisons in 1959:

Condemned	...	...	11
Detained during Her Majesty's Pleasure			—
Short Sentence	...	...	1,618
Long Sentence	...	...	83
Corrective Trainees	...	...	44
Preventive Detention	...	...	4
Reformatory Training	...	...	148
Safe Custody	...	...	2,823
Opium Treatment	...	...	566
Vagrants	...	...	119
Banishées	...	...	—
Detainees under Preservation of Public Security Ordinance	...	...	4
Detainees under Criminal Justice (Temporary) Provisions Ordinance	...	...	806

	<i>Local Prison</i>	<i>Changi Prison</i>	<i>Refor- mative Training Centre</i>	<i>Opium Treat- ment Centre</i>
(i) Daily average of Male Prisoners ...	529	659	—	219
(ii) Daily Average of Female Prisoners ...	38	—	—	—
(iii) Daily Average of Young Prisoners (Not included in (i) above) ...	68	7	199	—
(iv) Daily Average of Vagrants	80	—	—	—
(v) Highest number of prisoners held on any one day ...	950	822	234	246

The prison population rose considerably during the year largely due to the detention of secret society gangsters under the Criminal Law (Temporary Provisions) Ordinance. This caused serious overcrowding especially at Changi where by the end of the year the daily muster was nearly 50 per cent in excess of single cell accommodation.

There were three executions in the State during 1959.

The Prison Industries which include laundering, carpentry, tailoring, book-binding, printing, blacksmith, rattan-work and farming continued to provide useful employment for inmates.

The industrial work of the Department was demonstrated at the Government Exhibition held during National Loyalty Week and many articles manufactured in the Prisons were displayed to the public's interest.

In November 1959 the Government announced the setting up of the Prisons Inquiry Commission under the chairmanship of Mr. C. V. Devan Nair and the Commission commenced its sittings in December.

The terms of the Commission were to:

- (a) review the whole system and operation of the Singapore Prisons Department; the recruitment, training and duties of Prison Staff; the organisation of prison industries; and any other matter pertaining to the Prison Service;
- (b) review the problems of classification, training, discipline and the rehabilitation of prisoners; and the organisation of after-care;
- (c) make recommendations, having due regard to the limitations of present conditions, circumstances and resources.

By the end of the year the Service was completely Malayanised with the exception of the posts of the Commissioner, the Deputy Commissioner, one Superintendent and four Chief Officers.

#### THE PROBATION SERVICE

The administration of a Probation Service for both adult and juvenile offenders under the Probation Offenders Ordinance is the responsibility of the Social Welfare Department. Probation is a method of dealing with selected offenders involving the conditional suspension of punishment while the offender is under the personal supervision of a Probation Officer whose main function is to advise, assist and befriend him for a period varying from one year to three years.

Before the offender is placed on probation the probation officer conducts an investigation into the character, family environment and other circumstances of the offender at the request of any Court. The Court, if after considering such report, is of the opinion that there is good prospect of rehabilitation, may make an order requiring that the offender be placed on probation. During the year the probation officers submitted 503 reports to the various Courts of which 164 were in respect of juvenile offenders and 339 were adult offenders. Ninety-two of the 164 and 157 of the 339 adults were ordered to be placed on probation.

By the end of the year a total of 76 juvenile and 152 adult probation cases were closed and of these 14 juveniles and 20 adults had either committed fresh offences or otherwise failed to respond to supervision. During the year a Probation Officer also assisted in the supervision of two corrective trainees and 60 reformative trainees released on licence. Up to October 1959, two probation officers engaged wholly in prison welfare work, interviewed a total of 1,915 prisoners and they registered 420 cases for assistance in various forms.

#### DEFENCE

The geographical position of Singapore, coupled with its well developed communications with other parts of South-East Asia, makes it a natural military centre. There are large establishments of United Kingdom Forces on the Island and the Federation of Malaya's Royal Malayan Navy is also stationed at Woodlands. The cost of maintaining these forces is borne by their respective

Governments. There are also Singapore's own Local Forces for local defence which have grown steadily since the establishment of the Singapore Volunteer Corps in 1854.

#### LOCAL FORCES

Singapore's Local Forces now comprise one regular and seven part-time organisations established and maintained under local laws at the expense of the local taxpayer. Since, however, the United Kingdom Government retains responsibility for defence and external affairs under the new Constitution which came into force in June, the question of the United Kingdom Government defraying the cost of maintaining these Local Forces became the subject of negotiations between the Singapore and United Kingdom Governments and remains to be determined. The First Battalion, Singapore Infantry Regiment, is the regular force, whilst the Malayan Royal Naval Volunteer Reserve, the Volunteer element of the Singapore Military Forces, the Malayan Auxiliary Air Force, the Singapore Harbour Board Reserve, and the three Civil Defence Units provide the opportunity for trained locally recruited personnel to take an active part in the defence of the State as and when the occasion arises. As far as possible, training in these Forces conforms with the standards obtaining in comparable United Kingdom territorial and auxiliary forces, and with the exception of Civil Defence, is directed and supervised by officers commanding Regular United Kingdom formations of the Royal Navy, the Army and the Royal Air Force based on the Island.

The youth of the State is also afforded the opportunity of training in three Cadet Corps (that is, the School Cadets, the Sea Cadets and the Air Cadets) for future service, if they so desire, with the Volunteer Forces of the State.

#### THE MALAYAN ROYAL NAVAL VOLUNTEER RESERVE, SINGAPORE DIVISION

The Singapore Division of the Malayan Royal Naval Volunteer Reserve, which provides naval training on a voluntary and part-time basis for Singapore citizens, is the only Naval Force entirely maintained by the Singapore Government. Apart from its complement of volunteer officers and ratings, the Division has a permanent full-time staff of seven officers and 62 ratings who are

responsible for maintenance of equipment and the training of volunteers.

Training was carried out at the Division's Headquarters at Royal Navy Shore Establishments, and, at sea, in ships of the Royal Navy as well as in the Division's own tenders. In October the first Officer Cadet class was formed by selecting suitable serving ratings and by recruiting direct entries from civilian sources, with the object of providing the future commissioned officers of the Division.

An active part was taken by the Division during the National Loyalty Week celebrations in honour of the installation of the first Malayan-born Yang di-Pertuan Negara.

In the sporting world, the Division won the football and badminton knock-out competitions open to all Regular and Volunteer locally enlisted Service Units, and also won the Far East Fleet Swimming Championship. The morale of the Division is high and the waiting list of volunteer entrants remains over-subscribed.

#### SINGAPORE MILITARY FORCES

The Singapore Military Forces are raised and maintained by the State of Singapore to provide Land Forces for the defence and internal security of the Island. The Singapore Volunteer Corps was first raised in 1854 as a purely Volunteer organisation and remained so for a hundred years.

Since World War II, however, change has been rapid. In 1954 the present title of the Force was adopted and national service was introduced. For the first time personnel other than Volunteers were called upon to serve Singapore. This was taken a stage further in 1957 when the first Regular Battalion, the First Battalion, Singapore Infantry Regiment, was formed. In 1958, the Singapore Military Forces was organised as an Independent Brigade Group and the regular content was further increased. The Force now consists of three different elements, the Regular soldier, the National serviceman and the Volunteer. The Units of the Force vary from fully Regular units to units which are half Regular/half Volunteer and National Service and those which are wholly Volunteer/National Service with a small Regular cadre.

Despite these radical changes, the Volunteer spirit still prevails in the Force and all personnel are justly proud of their long tradition of voluntary service. This tradition will continue to inspire all ranks in their service to the new State of Singapore.

### *Organisations*

The present organisation of the Force is as follows:

- (i) **Brigade Headquarters (Regulars);**
- (ii) **First Battalion, Singapore Infantry Regiment (Regulars);**
- (iii) **First Battalion, Singapore Volunteer Corps (Infantry) (Volunteers);**
- (iv) **First Regiment, Singapore Royal Artillery (Volunteers);**
- (v) **Armoured Car Squadron, Singapore Armoured Corps (Volunteers);**
- (vi) **Field Squadron, Singapore Royal Engineers (Volunteers);**
- (vii) **Brigade Signal Squadron, Singapore Corps of Signals (Volunteers);**
- (viii) **General Transport Company, Singapore Army Service Corps (Volunteers);**
- (ix) **Light Aid Detachment, Singapore Electrical and Mechanical Engineers;**
- (x) **Singapore Women's Army Corps (Volunteers);**
- (xi) **Singapore Military Forces Band (Regulars);**

### *Internal Security Duties*

Throughout the year all units, both Regular and Volunteer, continued to train for internal security duties and took part in an island-wide exercise.

### *Training*

**Regulars.**—The First Battalion, Singapore Infantry Regiment, distinguished itself by being the first to win the Internal Security Shield in competition against all regular infantry units stationed on the Island. Its reputation for shooting was further enhanced when it won the Overall Championship and Staff Competitions at the Singapore Base District Rifle Meeting during the year.

**Volunteer and National Servicemen.**—Frequent week-end camps were held at Changi Camp for Volunteer Units. The Squadron of the Royal Engineers held their annual camp at Kluang whilst the Squadron of the Singapore Armoured Corps carried out live firing practice on the ranges at Kota Tinggi, as did the two mortar batteries of the Singapore Royal Artillery.

**Recruits.**—Recruit training for the Singapore Infantry Regiment was taken over by the Battalion. Formerly such training was given by the Malayan Basic Training Centre.

**Officer Training.**—During the year three locally enlisted regular officer cadets were commissioned into the Singapore Infantry Regiment after attending the Federation Military College at Port Dickson. One officer cadet won both the Sword of Honour and came

first in the Order of Merit. The other two won prizes for administration. Twenty-seven Volunteer officers were commissioned into the Singapore Military Forces after attending an 8-months' course at Beach Road. Eight officer cadets from the School Cadet Contingents were also commissioned after attending the same course.

*Notable Events.*—A Sword of Honour for the best Volunteer Officer Cadet, a Cane for the best Other Rank recruit, and a Staff to the Drum-Major of the Singapore Volunteer Corps of Drums were presented in November.

On the 1st of July the Singapore Infantry Regiment provided a guard of honour for the opening of the First Legislative Assembly under the new Constitution. Volunteers lined the route along St. Andrew's Road and the Singapore Military Forces Staff Band made its first public appearance.

At the installation of the first Malayan-born Yang di-Pertuan Negara, the Singapore Military Forces played a prominent part by lining the route. The Force also played a big part in the Grand Tattoo held at the Jalan Besar Stadium during National Loyalty Week.

#### NATIONAL SERVICE

The provisions of the National Service Ordinance continued in force in 1959 and 101 persons of registrable age were registered on entry into the State.

Although there was no general registration during the year, a total of 880 young men were called up from those who registered in 1957, and were allocated equally between the Singapore Military Forces and the Civil Defence Corps.

Young men called up for National Service have a 10-year service liability of which the first three years is spent on active part-time training and the balance in the Reserve. An ever increasing number of National Servicemen, especially in the Singapore Military Forces, elect to continue with their active training after completing their 3-year obligatory period.

#### MALAYAN AUXILIARY AIR FORCE (SINGAPORE SECTION)

The Singapore Section of the Malayan Auxiliary Air Force was started in 1950 and now consists of a Wing Headquarters, a Flying Squadron and a Fighter Control Unit. Apart from one permanent Staff Officer who is in charge of Wing Headquarters, the entire establishment is made up of volunteer Singapore citizens.

During the course of the year, training continued satisfactorily in all branches. The Squadron completed a total of 866 hours flying without incident, and three Cadets were awarded their Flying Badge, bringing the total of qualified pilots on active training to eight. In October, five Squadron pilots were standardised by the examining team of the R.A.F. Central Flying School, who also praised the M.A.A.F. ground crew for their efficient handling of the training aircraft. Fighter Control training laid more emphasis in 1959 on the practical training of radar operators than on practice interceptions, while Wing Headquarters continued to train personnel in administrative duties.

The Annual Camp was held in August, during which intensive training was carried out in all subjects, and regular visits were made to R.A.F. stations. In this period 35 members of the Fighter Control Unit passed trade tests and Squadron pilots took examinations in ground subjects.

Contingents of the Singapore Section took part in ceremonies held in connection with the installation of the first Malay-born Yang di-Pertuan Negara.

#### SINGAPORE HARBOUR BOARD RESERVE

The Singapore Harbour Board Reserve was formed in 1952 under the provisions of the Singapore Harbour Board Reserve Ordinance with a view to providing a non-combatant force to carry on essential port operations in times of national emergency. It is composed entirely of employees of the Singapore Harbour Board who undergo part-time training on a voluntary basis. The training programme for all ranks in 1959 was supplemented by intensive courses in drill and ceremonial drill procedure and instructions in port operations. The Reserve Band was in demand throughout the year playing at many public functions (including the arrival and departure of luxury touring ships calling at Singapore), and this contributed a great deal to the prestige and morale of the Reserve.

A contingent of the Singapore Harbour Board Reserve took part in the Parade at the installation of the Yang di-Pertuan Negara, and at the same time a further 100 Reservists gave assistance to the Police on crowd control duties.

## CIVIL DEFENCE CORPS

The Civil Defence Corps, which was started in 1951, expanded considerably in ensuing years so that by 1959 it consisted of four large and fully trained sections (Headquarters, Warden, Rescue, and Ambulance). Recruit training, and revision classes for trained members, were carried out by permanent as well as part-time instructors and instruction was given in the seven languages in common use in Singapore (Malay, Tamil, English and four Chinese dialects).

Training consisted of lectures and practical exercises in the specialised work of the various sections as well as in general Civil Defence subjects. Members who were undergoing their National Service commitment received drill training in addition.

In November nearly 2,000 Volunteers and National Servicemen took part in exercise 'Baru' which was designed to test the efficiency of the Corps under night-time conditions. For this exercise the whole of Headquarters area was converted into a mock bombed site in order to add realism to the exercise conditions. By and large however, the exercise showed that the Corps would be able to cope with any small-scale air attack on the Island.

Several calls for civil aid were answered during the year, especially after the Tiong Bahru fire in February when members were on duty for almost four days, helping in the salvage of property and evacuation of the victims.

## AUXILIARY FIRE SERVICE

The Auxiliary Fire Service was reformed in 1951 on a volunteer basis to supplement the regular fire brigade in times of emergency. The Service is administered by a volunteer commandant, with overall control being exercised by the Chief Fire Officer, Singapore Fire Brigade.

Members of the Service undergo extensive training in fire-fighting techniques. A recruit has to complete one year of basic training before he is allowed to proceed to actual fires. Every weekend the members of the Service are posted to various fire stations on the Island and turn out to fires in conjunction with the members of the Singapore Fire Brigade. Members of the rank of Non-Commissioned Officer and above are taught first-aid by the St. John Ambulance Brigade.

The modern equipment used by the Service includes very high frequency radio telephones for communication between the mobile force and the control centre, and members undergo training in control duties. A wide range of recreational facilities is afforded the members of this Service, and medical attention is provided free by the volunteer medical officer to the Service.

During 1959, members of the Service were called out to 71 fires, and in addition toured the rural areas giving lectures and demonstrations on fire prevention and fire-fighting techniques.

#### SINGAPORE HOSPITAL RESERVE

The Singapore Hospital Reserve, first formed in 1952, aims at supplementing with trained volunteers the nursing and hospital staff of all hospitals in Singapore in times of war and civil emergency.

Male and female members, known as Nursing Auxiliaries, are given a total of 170 hours training in hospital wards and lecture rooms, and undergo two examinations, before they are regarded as trained. During the course of the year, 68 members completed the full course and a further 217 qualified for efficiency badges. In addition 12 Nursing Auxiliaries qualified as Volunteer Instructors.

The Nursing Auxiliaries work in conjunction with the Civil Defence Corps in times of civil emergency and during Civil Defence exercises. Thus in February, members worked continuously for almost four days at the site of the Tiong Bahru fire tending to the injured, and in exercise 'Baru' manned an emergency hospital for treatment of 'casualties'.

#### CADET CORPS

##### *Sea Cadet Corps*

The Sea Cadet Corps operates under the provisions of the Sea Cadet Corps Ordinance, and 1959 marked the 11th year of the Corps existence.

A comprehensive communications training programme was completed and courses were held for Quartermasters and Leading Seamen. In addition to routine training at Headquarters, sailing excursions round Singapore Island were arranged and a 16-day return passage to Mersing in three R.N.S.A. dinghies involving a round trip of some 350 miles, provided valuable training in sailing boat management. As the aim of the cadet is to go to sea, more attention is now being given to sailing instruction and cadets are being encouraged to build the Corps boats themselves from pre-fabricated components.

Six cadets benefitted from scholarships awarded by Messrs. Shell Tankers, Straits Steamship, Alfred Holt and Ben Line. The Corps played its part in the celebrations during National Loyalty Week.

### *School Cadet Corps (Army)*

The School Cadet Corps Rules, 1955, which are subsidiary to the Singapore Military Forces Ordinance, provide the powers to enrol and train cadets. Training during the year was directed to giving the cadets a good knowledge of basic military training and the opportunity to develop powers of leadership. Each Cadet Corps is affiliated to a regular unit and also to a unit of the Singapore Military Forces. These affiliations, which have been of great benefit to the Corps, have loaned instructors and equipment to assist in the training of the cadets.

During the year the Singapore Military Forces increased its assistance to the School Cadet Corps by providing instructors, transport and training aids, particularly to the Cadet Corps at Hua Yi Chinese Middle School, the first Chinese school to have a corps.

The Annual Camp was held at Tanah Merah Camp in two phases and was well attended on each occasion. The Annual Camp gives cadets an opportunity for realistic field exercises and together with intensive instruction by the permanent instructing staff of the Singapore Military Forces in map reading, section leading and practical field craft, provides valuable practical experience.

In 1959 saw the first Combined Cadet Corps Parade and March Past and it is now proposed that this will become an annual event. Cadet Corps Units from 14 different schools took part in the Youth Rally and in the celebrations in National Loyalty Week. The Cadet Corps year ended with the annual inspections in October.

### *Malayan Air Training Corps*

The Malayan Air Training Corps is organised and operated under the provisions of the Malayan Air Training Corps Ordinance, and made steady progress during the year. Training parades were held on four nights a week throughout the year. Courses were held for recruits and leadership training, and the aero-modelling class continued to receive enthusiastic support. Through the good offices of the R.A.F., cadets flew a total of 744 man hours in 82 flights in six different types of R.A.F. aircraft.

The Annual Camp held at R.A.F. Station Changi was well attended and included a small contingent of Indonesian Air Scouts and one officer. The camp training programme, drawn up in conjunction with the R.A.F. Liaison Officer, included lectures on subjects new to the cadets such as Survival and Dinghy Drill and Jungle Camp Training. Visits were also made to the R.A.F. airfields and installations on the Island which proved of great interest to all concerned. In addition to normal parades the cadets participated in the Youth Rally and celebrations during National Loyalty Week.

# VI

## LABOUR AND WELFARE

### OCCUPATIONS, WAGES AND LABOUR ORGANISATION

**T**HE YEAR 1959 was a year of changes. With the advent of the new Government, the labour scene underwent a great change. The general feeling of elation and confidence of the workers in the new Government was amply demonstrated in the rush of unemployed people to register at the Employment Exchange and in the number of representations made by the workers. Renewed activity by trade unions and the spate of complaints by workers exercised a pressure unknown before on the Department's limited resources both in staff and equipment, not to mention space and accommodation.

A prerequisite to the attainment of Government's aim of 'industrial peace with justice' was the need to strengthen and unify the trade union movement. This need was met by the enactment of the Trade Unions (Amendment) Ordinance, 1959 which empowered the Registrar of Trade Unions to cancel the registration of 'yellow' and splinter unions. Amalgamation and federation of allied trade unions followed. The establishment of an Industrial Court was being planned and legislation to provide for this was under active consideration. It is hoped that the establishment of the Industrial Court would pave the way for industrial peace and economic progress. Whilst the Government is naturally interested in promoting the workers' welfare it has, nevertheless, recognised that private enterprise and capital must be allowed to further develop commerce and expand industry.

Existing labour laws were strictly enforced. The Government was, however, keenly aware of the inadequacies and loop-holes in existing labour legislation. The assistance of an expert on labour legislation from Australia has been sought to revise existing legislation and to advise on the establishment of compulsory arbitration machinery in the proposed Industrial Court.

A Commission of Inquiry into Contract Labour was appointed by the Yang di-Pertuan Negara in August 1959. The terms of reference of the Commission were:

1. To consider the contract system in various trades and industries as they exist in Singapore at present.
2. To recommend specific measures for eradicating whatever abuses are disclosed to the Commission.
3. To state in what circumstances the employment of contract labour would be necessary and in what circumstances desirable.
4. In particular, to recommend the replacement of this system by direct labour in different trades and industries where it is of greater economic benefit to the workers and to the national interest.

The Commission was still sitting at the end of the year.

### EMPLOYMENT

For the first time since the Shop Assistants Employment Ordinance and the Clerks Employment Ordinance came into force on 1st August, 1957, the Labour Department in September 1959 called for returns showing the number of employees covered by the two Ordinances in addition to the usual returns for workmen under the Labour Ordinance. With the collection of these returns the Department has been able to obtain more information on the employment situation in Singapore.

#### MANUAL WORKERS IN EMPLOYMENT (in round figures)

	1955	1956	1957	1958	1959
March ...	119,400	124,600	123,000*	118,100*	114,200
September ...	117,500*	120,600*	123,000	115,400*	106,800*

\* (i) 1,500 workmen were on strike on 30th September, 1955.

(ii) 800 workmen were on strike on 28th September, 1956.

(iii) 260 workmen were on strike on 29th March, 1957.

(iv) 177 workmen were on strike on 31st March, 1958.

(v) 354 workmen were on strike on 30th September, 1958.

(vi) 226 workmen were on strike on 30th September, 1959

It will be noted from the above figures that the level of employment fell to its lowest in September 1959. This may be attributed to less buoyant conditions in certain industries. The Department's register shows a total of 209 industries arranged in nine industrial divisions and 39 major groups; 58 of these industries employing

more than 400 workers each were regarded as principal industries. The following table shows 17 of the largest industries arranged in descending order of the number of workmen employed therein :

MANUAL WORKERS IN SEVENTEEN LARGEST INDUSTRIES

<i>Industry</i>	<i>1958</i>		<i>1959</i>	
	<i>March</i>	<i>September</i>	<i>March</i>	<i>September</i>
Shipbuilding and repairing except building and repairing of wooden boats ... ..	9,722	9,495	9,494	8,769
Road haulage and cartage transport	5,507	6,006	6,406	6,505
Harbour, docks, landing stages, lighthouses, tug, lighter, and ferry services (Government and Harbour Board) ... ..	5,344	5,478	5,472	5,305
Motor vehicle repairing (including motor garages) ... ..	4,864	4,471	4,332	4,352
Manufacture of machinery, except electrical machinery but including general constructional and mechanical engineering (e.g. workshops) ... ..	4,970	4,901	4,595	4,341
Building and construction	8,633	6,459	6,607	4,326
Contract work in building n.e.c. including decoration of buildings, repair and demolition works ...	4,045	3,786	3,990	3,945
Sanitary services (garbage and sewerage disposal) ... ..	3,383	3,495	3,179	3,805
Bus and trolley bus services ...	4,339	4,196	4,067	3,758
Generation and distribution of electric light and power ...	2,270	2,276	2,308	2,390
Stevedoring and lighterage services (non-Government or Harbour Board) ... ..	3,477	2,653	2,812	2,249
Job printing and bookbinding ...	2,616	2,577	2,401	2,245
Air Force ... ..	2,299	2,140	2,081	2,169
Processing and smoking of rubber other than rubber latex except on estates and smallholdings ...	1,600	1,680	1,982	2,120
Grading and packing of rubber ...	2,798	3,640	3,005	2,091
Medical and other health services	2,325	2,286	3,000	2,080
Import and export trade ...	2,495	2,860	2,039	1,822

The preceding table indicates that with the exception of five industries, namely 'Road haulage and cartage transport', 'Sanitary services (garbage and sewerage disposal)', 'Generation and distribution of electrical light and power', 'Air Force' and 'Processing and smoking of rubber other than rubber latex except on estates and smallholdings', the rest show decreases in the number of workmen employed.

The following table reflects a fall in the number of workmen employed in September 1959 as compared with the number for March 1959 and September 1958. Of particular significance is the drop in employment in the manufacturing division which registered 44,445 in workmen in September 1959 as compared with 49,536 in March 1959 and 50,878 in September 1958. There was also an appreciable drop in the Construction Division which showed 9,385 workmen in employment in September 1959 as against 12,110 in March 1959, 11,912 in September 1958 and 14,376 in March 1958.

#### DISTRIBUTION OF MANUAL WORKERS TO INDUSTRIAL DIVISIONS

<i>Industrial Division</i>	<i>1958</i>		<i>1959</i>	
	<i>March</i>	<i>September</i>	<i>March</i>	<i>September</i>
Agriculture, forestry, hunting and fishing ...	1,570	1,544	1,527	1,319
Mining and quarrying ...	873	806	747	574
Manufacturing ...	51,296	50,878	49,536	44,445
Construction ...	14,376	11,912	12,110	9,385
Electricity, gas, water and sanitary services ...	7,095	7,168	6,833	7,504
Commerce ...	8,738	9,096	8,359	9,941
Transport, storage and communication ...	21,785	21,658	22,160	21,103
Services* ...	12,320	12,290	12,921	12,500
Total ...	118,053	115,352	114,193	106,771

\* It should be explained that the Industrial Division described as "Services", include community and business services, recreation services, personal services and those Government services which are not otherwise specified. Where it has been possible to classify Navy, Army and Air Force workmen more appropriately in some other division this has been done, e.g. Naval Base workmen engaged in ship building and repairing are included in the manufacturing division.

DISTRIBUTION OF MANUAL WORKERS TO EMPLOYERS

	1958		1959	
	March	September	March	September
United Kingdom Departments	380	397	440	418
Government Departments ...	5,255	5,231	5,855	5,090
City Council Departments ...	9,945	10,040	9,682	9,401
Singapore Harbour Board ...	7,767	7,894	7,927	7,888
Singapore Telephone Board	811	773	753	723
Singapore Improvement Trust	561	629	669	695
Armed Services ...	19,739	18,796	18,659	17,600
Private Enterprises ...	73,595	71,590	70,208	64,956
Total ...	118,053	115,352	114,193	106,771

From the preceding table it can be clearly seen that employment in 'Private Enterprises' has dropped significantly.

*Shop Assistants in Employment*

Returns collected for the first time in September 1959 show that a total of 25,806 shop assistants were employed on 30th September, 1959. The following table indicates that the majority of workers were concentrated in the Commerce and Services Divisions.

DISTRIBUTION OF SHOP ASSISTANTS TO INDUSTRIAL DIVISIONS

<i>Industrial Divisions</i>	<i>September 1959</i>
Agriculture, forestry, hunting and fishing ...	36
Mining and quarrying ...	6
Manufacturing ...	1,617
Construction ...	59
Commerce ...	15,261
Transport, storage and communication ...	34
Services* ...	8,793
Total ...	25,806

\* It should be explained that the Industrial Division described as "Services", includes community, recreation and personal services.

*Clerks in Employment*

The total number of clerks, as shown by the returns submitted in September 1959 was 23,902. This figure does not include clerical workers in Army Establishments owing to the fact that the Army has not completed classification of its clerical employees. Whilst every effort has been made to get all employers of clerks

to submit returns, it is felt that as comprehensive a coverage as is desirable may not have been achieved. Subject to this limitation it is felt that the information elicited in September 1959 is reasonably close to the true figure.

The following table indicates that the majority of clerks were in the Commerce, Services and Manufacturing Divisions:

DISTRIBUTION OF CLERKS TO INDUSTRIAL DIVISIONS

<i>Industrial Division</i>	<i>September 1959</i>
Agriculture, forestry, hunting and fishing ...	66
Mining and quarrying ...	19
Manufacturing .. ...	3,499
Construction ...	937
Electricity, gas, water and sanitary services ...	235
Commerce ...	10,212
Transport, storage and communication ...	3,402
Services* ...	5,532
<b>Total ...</b>	<b>23,902</b>

\* It should be explained that the Industrial Division described as "Services", includes community and business services, recreation services, personal services, Government services and Defence services.

The total number of industrial clerks in employment on 30th September, 1959 was 10,268. Here again it must be pointed out that a few employers, because of difficulties in classification have not been able to submit returns. From the data elicited, the majority of industrial clerks were found concentrated in the Manufacturing and Commerce Divisions. The table below gives further details:

DISTRIBUTION OF INDUSTRIAL CLERKS TO INDUSTRIAL DIVISIONS

<i>Industrial Division</i>	<i>September 1959</i>
Agriculture, forestry, hunting and fishing ...	14
Mining and quarrying ...	31
Manufacturing ...	3,326
Construction ...	317
Electricity, gas, water and sanitary services ...	467
Commerce ...	2,828
Transport, storage and communication ...	1,682
Services* ...	1,603
<b>Total ...</b>	<b>10,268</b>

\* It should be explained that the Industrial Division described as "Services", includes community and business services, recreation services, personal services, Government services and Defence services.

EMPLOYMENT SERVICE

Two Employment Exchanges, the main exchange at Havelock Road and a branch exchange at Bukit Panjang, were in operation during the year. The main object of the employment service, which is free of charge, is to assist workers to find suitable employment and to provide employers with suitable workers. The Exchange saw a rush of unemployed persons seeking registration from about the second week of June to the end of July. To cope with the rush eight temporary branch exchanges were set up and additional clerical assistance was obtained from staff loaned by other Government departments. The daily average of the number of registrations rose to 1,405 during this period as against the normal average of 70 per day.

Not all workers making use of the exchange service are necessarily unemployed. There are many in casual, part-time or full-time employment amongst those registered for employment seeking better jobs.

The following table contains the average figures of registration of employment seekers, notification of vacancies by employers and placement of registrants since 1955:

<i>Year</i>			<i>Monthly Average of New Registrants</i>	<i>Monthly Average of Notified Vacancies</i>	<i>Monthly Average of Persons Placed in Employment</i>
1955	...	...	1,381	622	368
1956	...	...	1,285	458	306
1957	...	...	1,232	413	330
1958	...	...	1,360	234	151
1959	...	...	3,059	384	313

The monthly average of the number of persons actively seeking employment was 30,229.

The operation of private employment agencies is regulated by the Employment Agency Ordinance, No. 47 of 1958. Every employment agency must be licensed and licences shall be issued only in respect of the employment of artistes, musicians, and entertainers; specialised, professional or scientific services; or secretarial and clerical services. Nine employment agencies were licensed during the year.

## UNEMPLOYMENT

The greatest problem confronting the Ministry of Labour and Law was that of unemployment. The number of persons actively seeking employment through the Employment Exchange was counted at regular intervals. The count showed that there were 12,395, 30,379, 43,852 and 48,076 in the months of March, June, September and December. The increase in the figures from June onwards marks the beginning of a new phase following the formation of the new Government. The Government is keenly aware of the need to add industrial strength to the already established commercial strength of Singapore to meet the growth of unemployment and to find more jobs for the growing number of young men and women with a higher standard of education and with the expectation of a higher standard of life.

The Unemployment Relief Scheme started by the previous Government continued during the year. In December 1959, 723 workers were in the employ of the P.W.D., and 442 in the employ of the District Councils. In addition to the daily wages ranging from \$3 to \$5, the workers were issued with dry rations of two katties of rice and one kati of sugar per head per day by the Social Welfare Department. In June 1959 the dry rations were withdrawn so that another 300 more unemployed persons could be employed with the money saved. The Scheme ended on 24th December, 1959 and the Ministry of Labour and Law announced that plans were afoot to put the scheme on a more rational basis. A sum of \$7,000,000 was provided in the Estimates for 1960 to help relieve unemployment and expand employment opportunities.

## INDUSTRIAL TRAINING

*Apprenticeship Training*

The Joint Advisory Council for Apprenticeship Training continued with its deliberations on ways and means of implementing the schemes already formulated, while its seven Joint Committees continued with their work of formulating further apprenticeship training schemes. The Joint Advisory Council held nine meetings and the seven Joint Committees held a total of 28 meetings during the year. Three training schemes were approved in 1959 bringing the total number of approved schemes since the formation of the Council to 32.

After lengthy negotiations the Council was able to get the H.M. Naval Base to bring their apprentices within the framework of its Schemes. As a result, 80 apprentices were registered. The Singapore Harbour Board registered 100 apprentices.

### *Supervisory Training (T.W.I.)*

During the earlier part of the year, a Job Relations Programme in Chinese (Mandarin and Cantonese) was launched. Only one or two establishments took advantage of this move. It is hoped, however, that more factories with Chinese supervisors would take advantage of this scheme in time to come. Supervisory Training programmes had to be curtailed considerably during the latter part of the year when the Department's Training Within Industry Trainer was seconded for duty elsewhere. However, the trainers who had been trained by the Department continued to give instructions in their own establishments throughout the year. The number of trained supervisors under the Scheme was as follows:

		<i>Number trained during 1959</i>	<i>Number trained since scheme started</i>
Job Instruction	...	114	1,723
Job Relations	...	316	2,579
Job Methods	...	47	1,230
Job Safety	...	105	120

### *I.L.O. Productivity Mission*

Early in the year, the International Labour Office sent a Productivity Demonstration Mission to Singapore. The purpose of the three-man team of experts was to demonstrate modern management techniques for raising productivity with little or no capital outlay. They conducted a series of seminars, demonstrations and worked in certain projects in some factories.

### *Rehabilitation and Re-training of Disabled Persons*

The object of this scheme is to restore to persons suffering from physical disability confidence in themselves and to fit them for remunerative employment. Each disabled person placed in training, which usually lasts for a period of six months, is paid a subsistence allowance of \$35 per month if he is under 18 years old and \$50 per month if he is over 18 years old and actual transport expenses

incurred during the period of training. In some cases, tuition fees and cost of materials required for training are also met. Fifty-seven disabled persons were placed in training during the year.

#### WAGES AND HOURS OF WORK

A stratified sample survey of average weekly earnings, average hours of work and conditions of employment was conducted during the week 21st July to 27th July in accordance with the requirements of Convention No. 63 of the International Labour Organisation. It embraced 58 principal industries employing 87,823 workmen which was 77 per cent of the total population of workmen in March 1959. Average weekly earnings in 1959 for all workmen were \$36.88 as compared with \$36.67 in 1958 and \$37.90 in 1957 whilst average hourly earnings were 80 cents as against 79 cents in 1958. Average weekly hours of work were 46.38 as against 46.23 in 1958 and 47.80 in 1957. The results indicate that there has been no marked change as compared with 1958.

About 51 per cent of the total number of workmen covered by the survey worked between 46 and 50 hours per week whilst roughly another 36 per cent worked between 41 and 45 hours. With regard to average earnings per week, about 58 per cent of the workmen earned between \$36 and \$45 per week, whilst about 34 per cent earned less than \$35 per week. Approximately 29 per cent of the workmen earned on an average between 71 and 80 cents per hour and another 24 per cent earned between 81 and 90 cents per hour.

About 99 per cent of the 486 undertakings covered by the survey worked 8 hours a day or less and about 78 per cent worked 44 hours in a week or less. The result clearly shows that the vast majority of workers now enjoy an 8-hour day and a 44-hour week which conform with the statutory requirements laid down in the Labour Ordinance regarding hours of work. About 73 per cent of the undertakings covered by the survey paid one-and-a-half times the ordinary rate of pay or more for overtime work on normal working days.

About 66 per cent of the undertakings paid double the ordinary rate or more for work performed on a weekly rest day whilst about

69 per cent paid double the ordinary rate of pay or more for work performed on public holidays. These rates are in accordance with the provisions in the Labour Ordinance.

PREVAILING DAILY WAGE-RATES OF SELECTED OCCUPATIONS (1959)

Occupation	Industry	Wage-Rates per day		
		Minimum	Average	Maximum
		\$ c.	\$ c.	\$ c.
<b>SKILLED WORKERS</b>				
Bench Fitter ...	Engineering ...	5 00	7 16	13 00
Welders (Gas Electric) ...	Engineering ...	5 00	8 15	10 00
Lathe Operators (Turners) ...	Engineering ...	5 00	7 80	11 00
Boiler Makers ...	Engineering ...	5 00	6 95	12 00
Moulder-Founders ...	Foundry ...	5 10	6 58	9 40
Motor Fitter, 1st Grade ...	Motor works ...	6 00	7 65	10 85
Motor Fitter, 2nd Grade ...	Motor works ...	3 33	5 65	7 80
Carpenters ...	Building Construction	4 50	9 26	10 00
Bricklayers (Mason) ...	Building Construction	5 00	9 50	10 00
Steel Workers (Benders) ...	Building Construction	5 00	8 25	10 00
Electricians ...	Engineering ...	6 00	7 60	10 17
Linotype Operators ...	Printing Press	2 50	8 26	14 40
<b>UNSKILLED WORKERS</b>				
General Labourers (m)	Engineering ...	2 50	3 33	6 07
Labourers (Carriers) (m) ...	Rubber Milling	4 50	13 96	15 27
Labourers (m) ...	Building Construction	3 30	5 71	7 00
Labourers (f) ...	Building Construction	3 60	4 69	6 00
Carriers (m) ...	Rubber Packing	3 40	4 39	7 30
Checkers, Testers and Sorters (m and f) ...	Rubber Packing	4 00	4 40	5 50
Machine Attendants (m and f)	Cold Drinks Manufacture	2 50	4 76	8 00
Carriers (m) ...	Sawmilling ...	2 33	4 31	10 00

## SINGAPORE COST OF LIVING INDEX NUMBERS

1939=100

(a) *Higher Income Group*

<i>Group</i>		<i>Weights 1939</i>	<i>1958</i>		<i>1959</i>	
			<i>June</i>	<i>December</i>	<i>June</i>	<i>December</i>
ALL ITEMS		100.0	247.7	250.3	250.4	252.2
Food and Groceries	...	15.9	326.2	336.8	326.0	332.9
Liquors, Aerated Waters and Tobacco	...	6.1	317.3	328.2	332.5	332.7
Servants	...	17.0	295.0	295.0	295.0	293.2
Light and Water	...	2.4	148.1	148.1	148.1	148.1
Transport	...	6.1	232.8	233.8	231.8	244.3
Education	...	21.2	207.3	206.1	211.5	210.8
Clothing	...	7.8	337.2	337.6	337.6	337.6
Entertainment and Recreation	...	7.5	240.4	246.0	252.7	258.7
Rent	...	16.0	126.9	126.9	126.9	126.9

(b) *Clerical Workers' Standard*

<i>Group</i>		<i>Weights 1939</i>	<i>1958</i>		<i>1959</i>	
			<i>June</i>	<i>December</i>	<i>June</i>	<i>December</i>
ALL ITEMS		100.0	312.6	315.9	312.7	317.5
Food and Groceries	...	39.1	411.4	414.6	406.8	416.0
Tobacco	...	2.7	350.0	433.3	433.3	433.3
Servants	...	12.5	295.0	295.0	295.0	293.2
Light and Water	...	4.5	182.7	184.6	184.6	184.6
Transport	...	8.4	232.8	231.8	231.8	244.3
Education	...	8.7	189.4	190.0	187.6	189.8
Clothing	...	8.1	526.2	523.9	524.8	527.2
Rent	...	16.0	116.2	116.2	116.2	116.2

AVERAGE MONTHLY RETAIL PRICES

(Selected foodstuffs)

Article	Unit	Annual	Monthly	Monthly	Monthly	Monthly
		Average	Average	Average	Average	Average
		1939	1958	1958	1959	1959
			June	Dec.	June	Dec.
		\$ c.	\$ c.	\$ c.	\$ c.	\$ c.
1. Beef, stew or curry...	Kati	0 31	1 60	1 60	1 60	1 50
2. Mutton ...	Pound	0 52	1 55	1 55	1 55	1 55
3. Pork (1st quality) ...	Kati	0 36	2 00	2 07	1 97	1 96
4. Fowls ...	Kati	0 32	1 40	1 82	1 44	1 70
5. Fowl's Eggs ...	10	0 28	1 13	1 27	1 29	1 26
6. Fish, Kurau ...	Kati	0 40	1 86	2 05	2 38	2 89
7. Fish, Merah (Snapper) ...	Kati	0 31	0 46	0 61	0 45	0 55
8. Fish, Tenggiri (Spanish Mackerel)	Kati	0 28	1 55	1 75	1 13	1 24
9. Beans, long ...	Kati	0 08	0 33	0 31	0 32	0 30
10. Beetroot ...	Kati	0 12	0 50	0 38	0 50	0 39
11. Cabbage ...	Kati	0 08	0 43	0 36	0 40	0 35
12. Carrots ...	Kati	0 11	0 46	0 39	0 50	0 38
13. Spinach (Bayam) ...	Kati	0 04	0 23	0 22	0 22	0 22
14. Bananas (Pisang Hijau) ...	10	0 10	0 60	0 60	0 60	0 23 (P.K.)
15. Limes, small (60 to a kati) ...	Kati	0 05	0 35	0 32	0 38	0 33
16. Papaya ...	Kati	0 05	0 23	0 23	0 20	0 21
17. Onions, large ...	Kati	0 06	0 20	0 26	0 20	0 29
18. Coconut oil ...	Kati	0 08	0 58	0 62	0 67	0 71
19. Lard ...	Kati	0 24	0 87	0 90	0 85	0 85
20. Rice* ...	Kati	—	0 25	0 25	0 23	0 20
21. Sugar ...	Kati	0 07	0 38	0 36	0 24	0 22

\* Average weighted retail price of lowest grade Siam rice and Siam partly broken rice.

LABOUR CASES

The Commissioner for Labour has powers under three Ordinances—the Labour Ordinance (No. 40 of 1955), the Shop Assistants Employment Ordinance (No. 13 of 1957) and the Clerks Employment Ordinance (No. 14 of 1957)—to hear and decide disputes between workmen, shop-assistants and clerks and their employers. The Labour Ordinance was passed in 1955 and it consolidated the previous law with regard to labour which had been in force since 1923. The other two Ordinances came into force on 1st August, 1957.

The disputes, which are heard by the Commissioner for Labour, deal with claims for arrears of wages, wages in lieu of notice, over-time pay, holiday pay, etc. The decision given by the Commissioner for Labour has the force of a District Court judgement and appeal lies to the High Court. No fee is charged for this service.

During the year, 1,006 cases were instituted on behalf of 1,981 complainants under the three Ordinances, and a sum of \$172,368.97 was recovered and paid out to successful complainants. Furthermore, 374 miscellaneous cases which concerned employees who were not covered by any of the three Ordinances, such as domestic servants, were dealt with, and a sum of \$15,890.44 was recovered and paid to such complainants. (In these 'Miscellaneous cases', the Commissioner for Labour simply acts as an adviser or arbitrator.) For purposes of comparison the following figures give the details of the number of cases dealt with and amounts recovered for payment for each year, from 1957 to 1959:

#### DETAILS OF THE NUMBER OF CASES

	1957	1958	1959
Labour cases instituted during the year ...	302	501	584
'Miscellaneous' cases dealt with during the year ...	243	359	374
Shop Assistant cases instituted during the year ...	43	166	281
Clerks Employment cases instituted during the year ...	25	127	141
Total ...	613	1,154	1,380

#### DETAILS OF AMOUNTS RECOVERED

	1957	1958	1959
	\$ c.	\$ c.	\$ c.
Total sum for workmen under the Labour Ordinance for the year	65,658 90	62,224 20	125,171 09
Total sum recovered in 'Miscellaneous' cases for the year ...	23,561 19	25,841 29	15,890 44
Total sum recovered for Shop Assistants under the Shop Assistants Employment Ordinance for the year ...	2,950 59	12,804 17	23,996 79
Total sum recovered for Clerks under the Clerks Employment Ordinance for the year ...	2,202 00	9,217 85	23,191 09
Total ...	94,372 68	110,087 51	188,249 41

## TRADE UNIONS

The era of union rivalry featuring the formation of small competing company and shop unions over the past years came to an end when the new Government assumed office in June. To implement Government's policy to unify and strengthen the trade union movement the Trade Unions (Amendment) Ordinance was passed. It empowered the Registrar of Trade Unions to cancel the registration of 'yellow' or splinter trade unions after due investigation and to refuse to register unions where there were already unions catering for the same categories of workmen. Amalgamation and federation of allied trade unions followed. The Amalgamated Union of Public Employees which embraced eight Government, City Council and statutory board employees, was formed. Towards the end of the year the Federation of Land Transport Workers' Union was formed by the Singapore Bus Workers Union, the Singapore Traction Company Employees Union and the Singapore Taxi Drivers Union. Other unions were also proceeding on their own to form unified bodies and these are unmistakable signs that trade unionists themselves are giving support to Government's policy of unification of the trade union movement. Other highlights were the Government's pledge to build a Trade Union House and a relaxation of the restrictions hitherto imposed on Government officers or servants so as to enable them to join a trade union whose membership is open to Government servants as well as employees of statutory bodies.

During the year, 14 new unions were added to the register. The total number of employer and employee unions and federation of trade unions on the register at the end of the year was 238 compared with 281 at the end of 1958. Of the 58 unions removed from the register, the certificates of four were withdrawn upon voluntary dissolution, those of 11 were withdrawn upon amalgamation and those of 43 were cancelled on various grounds. Notices of cancellation of certificates of registration issued against 11 unions were pending at the end of the year. The number of employee unions fell from 218 to 176 but aggregate membership increased from 129,159 to 146,579. Employer unions decreased from 57 to 56 followed by a slight drop in membership from 6,096 to 6,060. The number of federation remained at six. Eleven applications for registration were refused. A decision on an appeal to the Minister was pending at the end of the year.

According to the audited accounts furnished with the annual returns by trade unions, the income and expenditure for 1958/1959 of 168 unions of employees were \$1,066,635.40 and \$851,719.89 and those of 55 unions of employers were \$727,591.52 and \$923,444.44 respectively.

The following tables show the growth of employee unions and distribution of union members by industry:

<i>Year</i>		<i>Unions registered during year</i>	<i>Unions dissolved or cancelled during year</i>	<i>Unions remaining at end of year</i>	<i>Membership at end of year</i>
1950	...	6	8	91	48,595
1951	...	18	2	107	58,322
1952	...	19	4	122	65,831
1953	...	20	9	133	73,566
1954	...	12	9	136	76,452
1955	...	61	10	187	139,317
1956	...	27	9	205	157,216
1957	...	20	9	216	140,710
1958	...	18	16	218	129,159
1959	...	14*	56	176	146,579

\* Registration of one union cancelled in 1958 was restored in 1959.

<i>Industrial Division</i>	<i>Employer No. of Unions</i>	<i>Unions Member- ship</i>	<i>Employee No. of Unions</i>	<i>Unions Member- ship</i>
Agriculture and Fishing	—	—	3	638
Mining and Quarrying ...	1	10	1	253
Manufacturing ...	14	587	41	20,589
Construction ...	2	136	5	4,178
Electricity, Gas, Water and Sanitary Services	1	15	7	5,221
Commerce ...	18	1,464	14	10,156
Transport, Storage and Communication ...	9	1,695	33	29,119
Services ...	10	2,020	64	56,057
Mixed ...	1	133	8	20,368
<b>Total ...</b>	<b>56</b>	<b>6,060</b>	<b>176</b>	<b>146,579</b>

## INDUSTRIAL RELATIONS AND TRADE DISPUTES

The Department's conciliation service continued to function throughout the year. When the new Government took office in June, it announced its firm policy to maintain industrial peace with justice. To achieve this aim, it encouraged the workers and employers to use the machinery of collective bargaining instead of taking direct industrial action. For the settlement of disputes, more effective machinery will be introduced by the setting up of a permanent Industrial Court the decisions of which will be binding on the disputing parties.

The permanent machinery for joint consultation and negotiation in Government Service, the Armed Services and a number of other industries functioned as usual throughout the year. In industries where this machinery did not exist, its functions were performed by the respective trade unions, which represented the workers in almost all the major industries in the State.

There were 40 strikes and lock-outs during the year compared with 22 in the previous year but the number of man-days lost was only 26,587½, the lowest on record. The following tables show the number of strikes and number of man-days lost over the last five years and the principal causes of strikes:

NUMBER OF NEW STRIKES EACH MONTH  
AND  
NUMBER OF MAN-DAYS LOST, 1955—1959

Month of	...	Number of New Strikes and/or lock-outs					Number of man-days lost				
		1955	1956	1957	1958	1959	1955	1956	1957	1958	1959
January	...	2	2	2	1	—	513	200,208	8,183	639	6,734 †
February	...	2	2	1	2	—	765	60,290	68	2,600	1,027 †
March	...	1	3	3	—	1	163	24,936	2,556	4,602	600
April	...	8	6	2	1	—	7,291	25,463	3,300	4,456	—
May	...	25	3	5	2	1	53,590	23,260	6,891	2,495	14
June	...	98	4	—	5	—	155,099	24,060	11,628	8,967	—
July	...	62	5	7	2	1	62,992	26,117	36,492½	13,478	69
August	...	27	2	1	1	2	166,066	20,095	26,528	7,550	173
September	...	10	1	—	1	15	65,796	21,906	4,000	7,218	2,984½
October	...	12	—	5	—	2	125,707	14,136	1,447	6,750	741½ ‡
November	...	24	—	1	4	7*	151,641	7,734	3,717	6,650	4,741 ‡
December	...	4	1	—	3	11*	151,731	5,620	3,539	12,761	9,503½ ‡
Total	...	275	29	27	22	40	946,354	454,455	109,349½	78,166	26,587½

Notes:—\* Indicate 11 strikes (3 in November and 8 in December) extended into 1960.

† Indicate man-days lost in respect of strikes continued from 1958.

‡ Indicate man-days lost in respect of strikes continued from the previous month (s).

<i>Month of</i>	<i>Increase of wages</i>	<i>Retrenchment</i>	<i>Dismissal</i>	<i>Conditions of service</i>	<i>Other Causes</i>
January	—	—	—	—	—
February	—	—	—	—	—
March	1	—	—	—	—
April	—	—	—	—	—
May	—	1	—	—	—
June	—	—	—	—	—
July	—	1	—	—	—
August	—	—	2	—	—
September	12	—	—	—	3
October	—	—	—	—	2
November	2	1	1	1	2
December	—	—	3	3	5
<b>Total</b>	<b>15</b>	<b>3</b>	<b>6</b>	<b>4</b>	<b>12</b>

Retrenchment and dismissals continued to be one of the major causes of trade disputes. In establishments where the workers were represented by trade unions, demands for wage increase and better conditions of service were also causes of a number of trade disputes. In a number of cases the Minister and his Parliamentary Secretary, who paid special attention to all trade disputes, offered their good services in bringing about settlements. Trade union officials had direct access to them at all times.

Altogether, 504 disputes were handled by the Department's conciliation service. Of these 450 were amicably settled and 35 were referred to the Labour Court and Legal Aid Department for further action. One dispute, that between the Singapore Traction Company and its employees' union, was referred to arbitration. The Arbitration Board, headed by a District Judge, awarded the Company's employees a bonus of one-and-a-half weeks' wages and a variable profit bonus.

A major dispute arose in the pineapple canning industry. Protracted negotiations ensued on the demands of the Amalgamated Malayan Pineapple Workers' Union, which included the conversion of piece-rates into a minimum fixed salary of \$280 plus free

food and lodging. However, negotiations were finally deferred pending the recommendations of the Commission of Inquiry into the Pineapple Industry on a Malaya-wide basis.

In November, Whay Hin & Co. Ltd. and Lam Huat Hup Kee Pineapple Co. Ltd. suspended packing because of adverse market conditions, and the Amalgamated Malayan Pineapple Workers' Union asked for loans to the workers during the suspension period. The workers of Whay Hin & Co. Ltd., following this, stopped the Company from taking delivery of goods from the factory. The Company then instituted legal proceedings against the workers for unlawful occupation of the factory premises. The High Court granted an interim injunction to the Company restraining the 131 employees from remaining on the factory premises. The workers, on the other hand, filed a suit to the High Court, claiming arrears of overtime, sick leave and other payments.

In November, 120 workers of Hiap Chuan Joo Wooden Box Manufacture Company and 60 workers of Yat Guan Company went on strike, while in December, workers of three sawmills withdrew their labour. These disputes were still unsettled at the end of the year.

In October, the Minister for Labour and Law appointed the Commissioner for Labour to inquire into labour conditions at the Singapore Harbour Board and to endeavour to resolve any differences that may lead to a dispute by making recommendations to the General Manager, Singapore Harbour Board. Considerable progress was made before the end of the year.

#### SAFETY, HEALTH AND WELFARE

The Factory Inspectorate of the Labour Department carries out inspections of boilers, engines and other machinery under the provisions of the Machinery Ordinance. Close watch was kept on machine operators with a view to inducing them to adopt recognised safety standards as are found in other industrialised countries. Two of the three employers charged in Court for contravening the provisions of the Ordinance were convicted. The Factories Ordinance passed in 1958 has not been brought into force as yet. However, an amendment to the Ordinance passed in 1959 will bring within its scope places of employment where machinery is installed even when less than 10 persons are employed.

The Labour Inspectorate of the Department is vested with the responsibility of enforcing the provisions of the Labour Ordinance,

the Clerks Employment Ordinance and the Shop Assistants Employment Ordinance. During the year, a total of 3,648 inspections and investigations were made. In addition there were 517 follow-up visits. 652 employers were called to the office for the purpose of conducting further inquiries into complaints lodged by workers. The Inspectorate works in close liaison with the Central Provident Fund Board and information concerning the non-observance of the provisions of the Central Provident Fund Ordinance was passed on to the Board for further action.

Children and young persons between 12 and 17 years of age in the entertainment business are required, under the Children and Young Persons Ordinance, to hold licences issued by the Labour Department. Licences are only issued if the Commissioner is satisfied that the child or young person is medically fit and that the terms of employment are satisfactory. At the end of the year, there were 148 licensed entertainers, 58 of whom were licensed during the year.

Under the Labour Ordinance, no child under 12 shall be employed while those between 12 and 14 must not be employed in factories, godowns and workshops. Those under 16 years of age may not be employed near live electrical apparatus, unless it is effectively insulated, nor be in attendance on machinery in motion. Children and young persons between the ages of 12 and 16 working in industrial undertakings are required to register and their hours and type of work are regulated by the Ordinance.

Destitute and unfit South Indian labourers and their families are assisted to return to India by the Labour Department, the cost thereof being borne half by the Government and half by the Indian Immigration Fund. South Indian labourers who retire by reason of old age or sickness are also given free passages if they wish to go. 72 South Indian labourers were repatriated during the year as compared with 52 in 1958.

The Department was also called upon by the City Council and the Public Works Department to institute inquiries in India to establish the identity of claimants for gratuity payments due to deceased workmen. Eleven such inquiries were made through the good offices of the Commission for India. Some City Council and Public Works Department labourers prefer to have their gratuities paid to them in India and the Department arranges to remit the amounts due to them through the Accountant-General. A total sum of \$49,157.87 was remitted to India during the year.

## WORKMEN'S COMPENSATION

The Workmen's Compensation Ordinance provides for the payment of compensation to injured workmen, or in the case of their deaths, to their dependants for the loss of earning capacity caused by the injury to the workmen through accident arising out of and in the course of their employment.

7,725 reports of accidents were received during the year and the following table gives comparative figures by degree of accidents:

COMPARATIVE TABLE OF INDUSTRIAL ACCIDENTS ARISING OUT OF AND IN THE COURSE OF EMPLOYMENT, 1956-1959

	<i>Number of cases</i>			
	1956	1957	1958	1959
Fatal accidents ... ..	54	54	47*	49
Permanent disablement (disablement over 20%) ... ..	24	42	35	11
Permanent disablement (disablement 20% and under) ... ..	182	125	156	151
Temporary disablement ... ..	6,207	6,830	6,932	7,514
Total ... ..	6,467	7,051	7,170	7,725

\* Ten cases did not come within the province of the Ordinance.

The highest number of accidents occurred in the construction, transport, manufacturing of wood and cork manufacturing industries. Firm action was taken by the Department for offences committed under the Ordinance. 119 employers were warned for failure to make reports of accidents and five prosecutions were instituted, all resulting in convictions.

The increase in the number of accidents reported does not necessarily indicate a higher incidence of accidents in industry. It does, however, show the increasing awareness of the working population of its rights under legislation conferring social benefits.

## WELFARE SERVICES

The combined efforts of Government and voluntary organisations have been largely responsible for meeting most of the welfare needs of the people of Singapore. Co-ordination of the welfare activities of voluntary organisations in Singapore is through the Singapore Council of Social Service which superseded the Social Welfare.

Council in December 1958. On the new Council are representatives from almost all the voluntary welfare agencies in Singapore. The Director of Social Welfare is the adviser to the Council.

The Department has certain duties in connection with civil defence and is called upon to provide immediate shelter and relief for persons rendered destitute and homeless by fires and other calamities. During 1959 the Department was called into action twenty-four times in collaboration with the Singapore Improvement Trust, the Singapore Council of Social Services, the Armed Services and other welfare agencies to assist 6,754 persons rendered homeless and destitute by fire.

#### SOCIAL SECURITY

Mr. F. D. Matthews, I.L.O. Social Security expert, arrived in December 1958 and drew up a draft for Social Security in July 1959. This Bill was based on the Interim Report of a Committee of Officials which was appointed to correlate the recommendations of the Caine and Brocklehurst Reports.

#### PUBLIC ASSISTANCE

The Public Assistance section is responsible for the administration of two outdoor cash assistance schemes—the Public Assistance and the Tuberculosis Treatment Allowance Schemes—which are both financed from public funds. The schemes provide financial assistance to families who have been proved to be in need of assistance after the application of the means test. As from September 1959, only Singapore citizens have been eligible, and a new rate of Public Assistance was introduced as follows:

			<i>Per month</i>
			\$
Head of Household	...	...	16
Wife	...	...	10
Each dependant of 16 years and over	...		8
Each dependant under 16 years	...		5

The maximum amount payable to a household per month is limited to \$90 and able-bodied persons without dependants who are unemployed are no longer eligible for an allowance under the scheme.

A disability allowance of \$10 a month was approved in October 1959 for payment to a head of household who is in receipt of Public Assistance allowance and is—

- (a) totally blind; or
- (b) totally deaf and dumb; or
- (c) totally crippled; or
- (d) has lost—
  - (i) both arms; or
  - (ii) both legs.

During the year a total of \$645,570 was paid to an average of 1,705 households per month.

#### TUBERCULOSIS TREATMENT ALLOWANCE

This scheme was first introduced in April 1949 to assist patients suffering from tuberculosis and whose chances of recovery and eventual return to employment are good. Patients are recommended for the allowances under the scheme by the medical officers of Government hospitals, the Royal Singapore Chest Clinic, the Naval Base Asian Hospital and the St. Andrew's Mission Hospital. Payments are made on condition that the patients co-operate in the matter of treatment and rest, that is, refraining from work. As in the case of Public Assistance allowance, only Singapore citizens are eligible and the rate of payment under the scheme was revised in September 1959 as follows:

	<i>Per month</i>
	\$
Head of household—	
(i) Out-patient           ...       ...	45
(ii) In-patient           ...       ...	5
Wife or first adult dependant   ...       ...	25
Each additional dependant aged 26 years and over           ...       ...	15
Each dependant under the age of 16 years           ...       ...	12

Provision also exists under the scheme for the payment of rent allowance, deposit for new S.I.T. accommodation, insurance premium, and also a domestic allowance where applicable, but the maximum payable to any one family is limited to \$180 per month.

The total expenditure under the scheme was \$230,889 per month. On an average, 2,644 households per month were assisted.

#### THE SILVER JUBILEE FUND

This charitable trust was established in 1936 for the relief of distress in Singapore. The income of this Trust is about \$120,000 per year and the day-to-day administration of this fund is in the hands of the Director of Social Welfare, who is the chairman of the Committee of Management. Disbursements have been in the form of old age allowances, convalescence allowances, confinement allowances, educational allowances, funeral grants, grants for the purchase of spectacles, and grants to supplement the diet given to advanced T.B. patients in certain community hospitals under an arrangement made by the Almoner, Tan Tock Seng Hospital, and approved by the Committee of Management. During the year \$118,356 was expended.

#### THE MALAYA WAR DISTRESS FUND (SINGAPORE)

This fund provides financial assistance to persons 'standing in need by reason of the war in Malaya' and during the year, \$9,381.70 was disbursed in the form of old age, education and rehabilitation allowances.

#### COUNSELLING AND ADVICE SERVICE

The Counselling and Advice Service is primarily concerned with the settlement of family disputes. Matrimonial disputes formed the majority of cases handled by the section but quarrels between neighbours and disputes between landlord and tenant were also frequently dealt with. The section provides an invaluable service by acting as a clearing house for maintenance payments between estranged husbands and wives who had come to a settlement without going to Court. During the year the section handled 1,152 maintenance payments amounting to \$76,861.

#### HOMES AND INSTITUTIONS

In Singapore, welfare institutions and homes are run either by the Department of Social Welfare or by voluntary agencies; these homes may be statutory or non-statutory and they cover a wide range of institutional welfare work.

##### *Homes administered by the Department*

*Gimson School for Boys.*—This is an Approved School for boys between the ages of 10 and 16 years who are committed by the Juvenile Court under the Children and Young Persons Ordinance

Soon after the present Government took office, it launched a campaign not only to beautify the State but also to provide facilities for the people's relaxation. Many projects were undertaken by thousands of voluntary workers on week-ends.



*Min. of Culture*

**Top**—Mr. K. M. Byrne, Minister for Labour and Law, working shoulder to shoulder with voluntary workers during operations Pantai Chantek at Changi beach.

**Bottom**—Picture shows the Nicoll Highway Promenade under construction.





*Min. of Culture*

*Top*—Picture shows children receiving free medical attention at a Social Welfare Centre.

*Bottom*—Picture shows the Gimson School for boys where boys between 10 and 16 years old who are committed by the Juvenile Court are taught various trades such as carpentry, rattan craft, tailoring, etc.



(Cap. 128). There were 174 juveniles in the School and training in various trades such as carpentry, rattan craft, tailoring, servicing of vehicles, building, cooking, bread-baking, vegetable gardening and animal husbandry are provided for them. The School is divided into a junior and a senior section organised on a house system. Its main object, apart from corrective training, is to equip the boys with a fair knowledge of some trade to enable them to earn a living upon their discharge from the school.

*Perak House*.—A place of safety and an Approved Home under the Children and Young Persons Ordinance (Cap. 128), Perak House caters for orphans and destitute boys between the ages of 7 and 14. Throughout 1959 it maintained an average population of 91 boys, 89 of whom attended Government schools.

*Girls' Homecraft Centre*.—An approved Home and a place of safety, the Homecraft Centre has a nursery section for 50 children up to the age of 7 years and a homecraft section for 150 girls between the ages of 7 and 19 years. The girls are admitted under the Women and Girls Protection Ordinance (Cap. 126) if they are in moral danger or if they are beyond the control of their parents or guardians. Destitute, ill-treated and refractory children are admitted to the nursery section under the Children and Young Persons Ordinance (Cap. 128). During 1959, 55 girls were admitted to the Home while 64 girls were discharged to their parents or for employment. Forty-two children were admitted to the nursery section of the Home while during the same period, 20 children were discharged to their parents. Forty-two girls attended Government schools during the year while vocational training was provided for other girls in the Home in dress-making, cooking, cake-making and embroidery work and child care, as well as a general course in domestic work.

*Girls' Home, Mount Emily*.—Gazetted as an Approved School and place of safety under the Women and Girls Protection Ordinance (Cap. 126) and the Children and Young Persons Ordinance (Cap. 128), Mount Emily Home has accommodation for 40 girls up to the age of 19 years. They receive vocational and non-denominational religious training in the Home. All the girls in the Home were rescued from brothels as a result of raids.

During 1959, 32 girls were admitted into the Home whilst 28 girls were discharged either for employment or to their parents or guardians.

*Home for Mentally Deficient Children.*—During the second half of the year, this Home was moved from New Market Road to Woodstock Drive where there was more space and better facilities to cater for these mentally deficient children. In October 1959, responsibility for running the Home was transferred to the Ministry of Health and the children were admitted to the new wing set aside for them in Woodbridge Hospital. The population of the handicapped children in the Home at the end of the year was 42.

*Homes for Old People.*—The Bushey Park and Nantina Homes provide accommodation for aged persons who are homeless and destitute. In October, the Nantina Home in Queen's Street moved to Woodstock Drive and was renamed Woodstock Home, catering mainly for aged women. The two Homes also provide temporary accommodation for the victims of fires and other disasters. At the end of 1959, the population of Bushey Park and Woodstock Homes was 151 and 51 respectively.

*Boys' Hostels.*—The two boys' hostels, the Bukit Batok Boys' Hostel and the Prince Edward Road Boys' Hostel cater for boys between the ages of 14 and 19 years. They provide accommodation for various types of boys such as those discharged from approved homes and approved schools who have no homes of their own to return to or whose home environments are unsatisfactory, those placed on probation under the condition of residence in a hostel and those who are beyond parental control. The majority of the boys are either in employment or at school.

#### *Homes administered by Voluntary Welfare Agencies*

The Salvation Army operates orphanages and approved homes for boys and girls including unmarried mothers and a residential creche for children who have been abandoned by, or have lost their parents.

The Children's Aid Society runs a Home for orphans and children of mixed parentage. It has accommodation for 30 children.

The Singapore Children's Society maintains a Children's Convalescent Home at Tanah Merah Besar. It has accommodation for 24 children.

The Red Cross Home for Crippled Children accommodates 40 crippled children between the ages of 3 and 12 years.

The Oversea Chinese Creche is primarily for orphaned or destitute babies of all races with accommodation for 50 children.

The Ramakrishna Mission Home which caters largely for Indian and Ceylonese orphans provides accommodation and vocational training for 60 boys.

The Singapore Association for the Blind runs a residential school at Thomson Road which can accommodate 100 blind children. The Singapore Association for the Deaf runs a partially residential school for the deaf using the sign method of teaching and also an Oral School for the deaf.

One of the Cheshire Homes, Malaya, provides residential accommodation at Changi for the care of the chronically ill or permanently disabled persons who are destitute.

The Roman Catholic organisations have been most active in providing institutional care for young orphans, girls in need of care and protection, and the aged. Boys' Town, the largest and the best equipped Home in Singapore caters for much the same type of boys as those in Gimson School. The Marymount Vocational School for girls provides excellent training for many girls in moral danger who might otherwise drift to the streets. The Little Sisters of the Poor run a Home at Thomson Road for 300 old people.

#### COMMUNITY RECREATION DIVISION

The Community Recreation Division co-ordinates the use of all facilities relating to the leisure activities of the people of Singapore. In June 1959, it once again became a Division of the Department of Social Welfare. Thereafter, all community centres in Singapore including those owned by the Rural Board and the Singapore Improvement Trust and their programmes of activities came under the centralised control of the Department of Social Welfare. In addition to free weekly film shows, cultural activities including Malay, Tamil and Chinese drama, Malay and Chinese music, *bersilat* and *kunthau*, the Malay and Chinese martial arts respectively, folk-dancing and singing were organised in the community centres. Language classes in Malay, Mandarin and English were also introduced, with teachers provided by the Ministry of Education and the Singapore Council for Adult Education. The Community Recreation Division administered fifteen community centres located in Upper Serangoon, Siglap, Joo Chiat, Sims Avenue, Mount Erskine, Keppel Harbour, St. Michael's Road, Tiong Bahru, Bukit Panjang, Buona Vista, Changi, Bukit Timah, Queenstown, Yio

Chu Kang and the Malay Settlement area; eight village halls at Ama Keng, Chua Kay Hai village, Changi Point Village, Kampong Ayer Gemuroh Village, Pulau Ubin Village, Ponggol Village, Kampong Teban and Pulau Brani; and ten small community centres situated in the Singapore Improvement Trust estates. The Bukit Timah Community Centre which was opened during the first half of 1959 would be the last big centre to be built, as the Government had decided to build small centres in all areas where the population is of high density, instead of having one big centre to serve a large sprawling area. Towards the end of the year, work commenced on the first of such small centres, at Minto Road.

Twenty-nine Boys', Girls', and Youth Clubs affiliated either to the Federation of Boys' Clubs or the Federation of Girls' Clubs received financial assistance to enable them to pay honoraria to club leaders and activity instructors and to purchase equipment required. On 23rd February, members of 35 youth organisations participated in a Youth Rally organised in honour of His Royal Highness the Duke of Edinburgh at the Padang. 4,500 members participated in the Mass Rally on 3rd December, to celebrate the installation of the first Malayan-born Yang di-Pertuan Negara, Inche Yusof bin Ishak.

This Division is also responsible for the administration of three camp sites at Pulau Ubin, Tanah Merah Besar, and Lim Chu Kang. The Tanah Merah Besar Youth Camp formerly administered by the Singapore Youth Council came under the control of the Department on 1st December, 1959. Among the groups which used the camp sites were the Boy Scouts, Girl Guides, Boys' Brigade, Girls' Life Brigade, Social Welfare institutions and schools.

#### THE CHILDREN'S SOCIAL CENTRES AND CRECHES

At the end of 1959 there were 20 Children's Social Centres in Singapore, 19 run by the Department of Social Welfare and one managed by voluntary workers. In March, the Changi Point Feeding Centre was moved from its old site to the Changi Point Village Community Hall and renamed the Changi Point Children's Social Centre. The feeding centres in Bukit Timah and in the Government House Domain were closed in August and October respectively as they had already served their purpose and there was no justification for their existence any more. The total daily average

attendance in the Centres was 1,360. Besides languages, the children were taught elementary classroom subjects, hygiene, singing, arts and crafts such as carpentry and basketry, and sewing. The children also receive their daily morning snacks which consist of vitamin-enriched buns, milk and fresh fruits. Most of the children seeking admission into the Centres belong to the nursery age group as more and more children were able to find places in primary schools. A total of 651 children from the Children's Social Centres were admitted into English and vernacular schools in 1959.

During the year, the Children's Social Centres participated in events of national importance—the Singapore Constitution Exposition, the children's welcome to H.R.H. the Duke of Edinburgh in February and the National Loyalty Week in December.

The Department also runs two creches for children up to six years of age whose mothers are working. Every child is given a snack and a cooked meal for a daily charge of 10 cents. The Mount Erskine Creche was moved to the New Market Road building which formerly housed the mentally deficient children. The creche was renamed the New Market Road Creche. In November 1959, four City Council creches were brought under the administration of the Department of Social Welfare. At the end of the year the daily average attendance at the six creches was 310.

#### CARE AND PROTECTION OF CHILDREN AND YOUNG PERSONS

The Children and Young Persons Section of the Department is responsible for the administration of certain sections of the Children and Young Persons Ordinance, and in general, it looks after the welfare of the children. Its main functions include the registration of transferred children under 14 years of age, investigations and prosecutions in respect of ill-treatment and neglect of children and the prevention of trafficking in children.

In addition the section also conducts investigations on behalf of the State Advocate-General in legal adoption cases, and is responsible for the administration of the Boarding-out Scheme for children. During 1959, a total of 2,296 children were registered as transferred children and 55 enquiries were instituted into cases of neglect and alleged ill-treatment. In addition investigations were conducted in respect of 363 cases of legal adoption. A total number of 72 babies were fostered out under the Boarding-out Scheme.

### CARE AND PROTECTION OF WOMEN AND GIRLS

The care and protection of women and girls are statutory functions performed by the Department of Social Welfare under the Women and Girls Protection Ordinance, the main objects of which are the suppression of brothels, the prevention of trafficking in women and girls and the elimination of those who live on their immoral earnings.

During 1959, the work of this section increased appreciably with the introduction of the Massage Establishments Ordinance in September and the resumption of joint responsibility with the Anti-Vice Branch of the Singapore Police Force and the Services Police for conducting an intensified anti-vice campaign against brothels and those engaged in immoral activities. During the latter part of the year, 56 raids were carried out on places suspected of being brothels and 37 girls found in these places were detained in a place of safety after enquiry.

The circumstances under which the female immigrants enter the State from Hong Kong and China were also carefully examined by officers of this section.

### IN-SERVICE TRAINING

In addition to the formal training in social work for members of the staff in Singapore and abroad, the Department continued to organise in-service training for its investigators, assessors, instructors and new recruits during the year. Between April and September the Department successfully completed five training courses for the staff.

### THE PROBATION SERVICE

A report on the Probation Service, which is administered by the Department of Social Welfare, is included in Chapter V.

### LEGAL AID BUREAU

The Legal Aid Bureau has been in existence for only a short period of about two years, but judging from the infinite variety of cases which are being dealt with, one can only say that a serious gap in our society is now recognised and bridged. Heretofore, the

existence of legal rights and duties and privileges and disabilities was meaningless to a large section of our community. The opportunity to secure legal expositions on one's rights in the field of civil law was only confined to those who could afford the fees normally charged by a lawyer. Happily, this is now a matter of the past. One has only to refer to the figures in the schedule to this Department's report to get an idea of how indigent persons can secure redress in the Courts or legal advice on all their difficulties, within the scope of the Legal Aid and Advice Ordinance.

It has to be admitted that the Bureau was not quite prepared for the increased calls on its resources when the new Government came into power in June this year. The figures will show that the volume of work increased 100 per cent. It was but only a few months before June that the provisions of the Ordinance relating to the granting of aid in Civil cases were fully implemented. No sooner had the Bureau started to assist in these cases than the rush began. The volume of work was such that the Bureau could not but be handicapped in their efforts to some extent, until the appointment of more clerical staff eased matters.

Much of the work is not unlike that which the officers in the Social Welfare Department perform. Very often a bit of tact and persuasion would suffice to settle a case out of Court, and this was resorted to sometimes, thus putting an end to unnecessary litigation. The sociological aspects of the law remain very much the concern of the Bureau no less than its legalistic ones.

A word must be said about the help received from practitioners who have been assisting the Bureau in the way of taking on cases assigned to them. They have been performing a great service, and it is only right that due acknowledgement of their services should be made herein. Without their co-operation, the scheme would not have been the success it is.

The means test which determines eligibility for legal aid is generous enough to embrace a very large section of the population in Singapore.

Legal representation in civil actions in the Supreme Court and District Courts, and in maintenance cases in the Magistrates' Courts under the Married Women and Children Maintenance Ordinance is provided for in Part III of the Ordinance. In order to be eligible for legal aid the applicant should not be possessed of or entitled to disposable capital exceeding \$500 and disposable income not exceeding \$1,000 per annum, but in certain cases, the Director has

discretionary powers to grant legal aid where the applicant's capital is between \$500 and \$3,500 and his disposable income is between \$1,000 and \$3,000 per annum. In such cases, the Director may require a contribution to be made by the aided person. Disposable capital means land, houses, money, shares and other property which the applicant possesses but excludes the benefit that may be derived from the subject matter of his application, wearing apparel, tools of his trade, household furniture and dwelling house owned by him and assessed at an annual value of not more than \$150.

Disposable income means the income of the applicant, and if married, his income combined with that of his wife during the last 12 months preceding the making of the application, after deducting therefrom the sum of \$200 for each person totally or partially dependent on the applicant; the amount of \$1,000 for the applicant himself; and rent not exceeding \$360 per annum.

This Part of the Ordinance also provides for the waiver of Court fees in aided cases and exempts an aided person from the liability of the costs to the other party in the proceedings. On the other hand, it provides for the recovery of party and party costs for a successful aided litigant. The Director may act or in his absolute discretion assign a solicitor to act for the aided person with, however, the proviso that he should not act for both parties receiving legal aid.

Oral legal advice is also available to persons resident and present in Singapore. No specific means test is laid down for legal advice but anyone seeking such advice must satisfy the Director that he cannot afford to obtain it in the ordinary way. A nominal fee of \$1 is charged for such advice.

The present staff of four legal officers including the Director perform the bulk of the work, principally the same as that which solicitors do when clients call on them. It is not only the advising of applicants but also the conduct of cases in court that have to be undertaken, although in this aspect of their work, much assistance is obtained from the panel of advocates and solicitors who have kindly agreed to put themselves at the disposal of the Bureau. Very often the Legal Aid officers see a case from the very beginning, when they advise an applicant, right up to the moment when judgement is given. The work in court embraces the whole hierarchy of the courts, from the Magistrate's Courts right up to the Court of Appeal.

LEGAL AID BUREAU

Number of applications for Legal Aid Certificates for the period 1st January, 1959 to 31st December, 1959. 602

Nature of applications—

Monetary claims ...	...	...	175	
Negligence (Accident) ...	...	...	51	
Maintenance and Custody ...	...	...	180	
Landlord and Tenant ...	...	...	85	
Divorce ...	...	...	35	
Estate Matters ...	...	...	20	
Partnership ...	...	...	7	
Contract ...	...	...	6	
Miscellaneous ...	...	...	43	
			<hr/>	602

RESULT OF APPLICATIONS

1. Granted by the Board—				
(a) For proceedings in Supreme Court ...	66			
(b) For proceedings in Civil District Court ...	79			
(c) For proceedings in Magistrates' Courts ...	64			
	<hr/>	209		
2. Refused by the Board ...	...	77		
		<hr/>	286	
3. Number of applications withdrawn ...	...	56		
4. Number of applications still under investigations ...	...	203		
5. Number of applications settled without the granting of Legal Aid Certificates ...	...	57		
		<hr/>	316	
			<hr/>	602
	Total ...			

RESULT OF AIDED PERSONS CASES

1. Number of cases decided in Court ...	...	104	
Officers of the Bureau represented ...	90		
Assigned to solicitors ...	14		
2. Number of cases settled without proceedings in Court ...	...	95	
3. Number of cases still pending trial ...	...	10	
		<hr/>	209
	Total ...		

Amounts recovered for applicants ...	\$110,571.59	
Number of legal oral advice given during the period 1st January, 1959 to 31st December, 1959 ...		3,075

## SPORTS

Almost every branch of major sports is played in Singapore, and each has its own controlling body. The standard is high and public interest keen.

Throughout the year annual championships in the various branches of sports were held; and new records were established.

The State's prestige in the field of sports was maintained by its sportsmen during the year. A team of 47 participated in the Federation of Malaya Amateur Athletic Union Championships held at the Merdeka Stadium, Kuala Lumpur, on 21st and 22nd August, 1959. The success of the Singapore athletes is shown in the following summary of the results:—

		<i>Men</i>	<i>Women</i>
First	...	9	5
Second	...	9	—
Third	...	3	2

Under the auspices of the Singapore Olympic and Sports Council, Singapore took part in athletics, basketball, boxing, swimming, cycling, weightlifting, tennis and shooting in the South-East Asia Peninsular Games held in Bangkok from 12th to 17th December, 1959. Singapore won eight gold medals 7 silvers and 16 bronzes.

Progress in providing facilities for sports in Singapore's schools and in the Community Recreation Centres was maintained during 1959.

## VII

## COMMERCE AND INDUSTRY

**F**OR OVER 140 years Singapore's policy has been one of free trade stimulating her free port activities as the entrepôt for surrounding countries. By careful application of the policy she has become a trading centre, pre-eminent in Asia and of major importance in the world. Her prosperity, based on her port and harbour facilities has attracted and established a population of diverse nationalities, bound by the ties of commerce and whose skill and enterprise has enabled the trade of Singapore to reach all parts of the globe. During the years of her existence patterns and direction of trade have varied and modifications of policy and intent have been necessary. The trade of an entrepot is sensitive to conditions of confidence and internal policy. The new constitution creating the State of Singapore and granting full internal self government resulted in some hesitation in the more speculative types of trade pending the result of the election in May. The election of a Government with a considerable overall majority and the assurances given of the Government's appreciation of the major role that commerce must play in the development of the State can be said to have overcome any inertia due to doubt as to the future.

During 1959 a steady revival of world prices for the principal commodities produced in the region of South-East Asia, particularly rubber and tin, indicated an improvement over the trading condition of the previous years. The threat of a world trading recession did not materialise to the degree some quarters expected in 1958 and the upward trend in 1959 was indicated by the increase in Singapore's total trade (excluding trade with the Federation) which rose steadily in value to total \$5,826.2 million against \$5,851.7 million in 1958. Imports showed a small increase being \$3,105.5 million against \$3,100.6 million but the increases in the value of commodities were illustrated by the rise in export value from \$2,481.2 million to \$2,720.7 million. The adverse trade balance of \$619.4 million in 1958 closed to \$384.8 million. Although the improvement showed signs of continuing into 1960

both the principal trade associations and the Government, being well aware of the problems inherent in Singapore steady population increase, have continued to seek methods of expanding trade by increasing efficiency in the services offered by Singapore thus continuing to illustrate that, as a good trader, Singapore closely studies the interests of her neighbours who deal with her.

As compared with 1958 the proportion of imports from the main groups of countries showed slight decreases for the Sterling Area of 39.2 to 35.1 per cent. Increases were shown for non-sterling European countries of 8.4 to 9.4 per cent, for the American Account area 2.4 to 2.8 per cent and for the non-sterling Asian countries 47.7 to 51.3 per cent. On the export sector there was a general change of pattern the sterling area decreasing from 30.0 to 26.7 per cent and the non-sterling Asian area from 26.1 to 21.3 per cent. There was a marked increase in exports to the gold dollar area from 11.6 to 17.3 per cent and non-sterling European countries rose from 24.1 to 29.9 per cent.

Particulars of Singapore trade in the principal commodities and by principal countries, as well as the pattern of Singapore's trade with the Federation of Malaya are given at the end of the Chapter.

The important change whereby a considerable range of imports from the American account countries was liberalised in January and virtually complete liberalisation to all other ranges accorded in August did not show any marked effect on the import pattern. This is as expected since trade channels take time to open and offers of American account goods tended to be priced on the high side.

The operation of the Port, on which the prosperity of Singapore so greatly depends, showed a decrease in actual tonnages handled as compared to 1958 from 15,775,930 freight tons to 14,206,020 freight tons largely due to a decrease of 1,141,020 tons of mineral oil in bulk. The Singapore Harbour wharves handled 32.6 per cent of all tonnage and the Roads, 67.4 per cent; the latter figure includes most of the oil in bulk and the Harbour Board handled 59 per cent of the total tonnage of general cargo.

At the end of 1958 all sectors of trade appeared to be moving into an upward trend and this feature was established in 1959. In particular the rubber market, although showing a slight recession in June and July showed a welcome overall rise in average price

from 80.18 cents for 1958 to 101.38 cents for 1959. This price increase was coupled with a tonnage increase for finished grades and latex of 37,300 tons of imports and 76,100 tons of exports. The total Pan-Malayan export at 1,197,900 tons was the highest ever. There was also a welcome increase of 13,700 tons in Singapore's import of crude rubber for re-milling. The volume of tin exported fell to an all time low of 651 tons compared with 7,884 tons in 1958 due to the closure of the Pulau Brani smelter and the transfer of business to Butterworth. The price rose from an average of \$369.35 to \$396.99 per picul and this provided a welcome increase in the purchasing power of Singapore's neighbours. Prices of copra and copra cakes increased materially but the availability continued to fall owing to the difficulty of obtaining supplies. In turn the shortage of copra adversely affected the output of the coconut oil milling industry. In general the other lines of Straits produce continued to weaken in price except for pepper in which prices were better than for some years. Timber exports rose in quantity from 79,800 to 90,600 cubic feet tons but prices dropped and the total value of the trade increased only slightly from \$12.47 to \$12.81 million.

Canned pineapple had a difficult year caused in the main by world over-production. Sugar exports dropped from 13,447 tons in 1958 to 5,841 tons and coffee continued to decline from the peak period of 1956/7 although total trade was significant at 51,375 tons valued at \$86.17 million.

The tobacco trade assumed a new pattern as the favourable tariff on imported cut tobacco resulted in an increase in the local manufacture of cigarettes from 686,600 lb. to 2,810,900 lb. resulting in a decrease in imports from 10.9 million lb. to 7.2 million lb.

The textile market showed a recession due largely to the decrease in trade with Indonesia. The fall was very marked in synthetic fabrics, mainly artificial silks, and compared with 1958 figures in this sector imports fell from 197.8 to 130.4 million sq. yds. and exports from 135.5 to 41.8 million sq. yds. Imports of cotton piece good remained steady but exports dropped by about 30 per cent to 42 million sq. yds.

## COMMODITIES

### *Rubber*

Rubber continued to improve in price and tonnage handled. Exports from Singapore excluding rubber transhipped from the Federation of Malaya rose to 650,200 tons, the highest for eight years,

and the total Pan-Malayan export at 1,197,900 tons is the highest yet recorded. The recovery of the American economy and the general buoyancy of the economy in main consuming countries maintained a steady demand reflected in the monthly average prices for No. 1 Ribbed Smoked Sheet which opened at 86.10 cents in January and closed in December at 117.07 cents. The lowest price was 86.02 cents in February and the highest 127.10 cents in November.

There was a slight recession of price in June and July due to uncertainty about the stockpile disposal intentions of the United States and the United Kingdom as consumers held off the market in the hopes of getting cheap rubber on disposal. In the event the arrangements of both countries were such as to avoid excess supply and buyers had to come onto the forward market to cover requirements for high grade rubber; as Malaya's production and imports were committed well forward the latter half of the year saw a consequent increase in price. The supply position, with heavy bulk buying by Russia and China kept the market in a rather nervous state but confidence appeared to improve at the turn of the year.

### *Tin*

The year saw the cessation of all major smelting work in Singapore on transfer to the Straits Trading Company's enlarged smelters at Butterworth. In consequence the direct value of tin as an item of trade has fallen to a low level and is unlikely to increase. But so important is tin as an item of the revenues and purchasing power of surrounding territories, particularly the Federation of Malaya, Indonesia and Thailand, that the fortunes of the industry are of major importance to the trade of Singapore. The International Tin Agreement continued in force with its maintenance of export restriction and a floor price of £730 (\$373 per picul). The market picture during the year was one of a steady climb to about \$400 per picul mark easing back in the last quarter to finish at \$387. The export quota also began an upward move from 20,000 tons in the first quarter to 23,000 in the second, 25,000 in the third and 30,000 for the last quarter. During this time the Manager of the Buffer Stock was able to make considerable sales and it is in the general opinion that his holding was reduced from 23,325 tons at the beginning of the year to approximately 10,000 tons at the end. Exports from Russia, who is not in the Agreement, were restricted by arrangement to not more than 13,500 tons during the

year. In the overall market the Straits market continued to maintain a premium over the London market of some £23 per ton.

### *Pineapple*

Mr. J. A. Buehler was appointed Chairman of the Malayan Pineapple Industry Board on 13th April, 1959. The Board regulations governing all aspects of the Canned Pineapple Industry were brought into force in February 1959. The industry had an extremely difficult time at the end of 1958 and with the increased production in Australia and South Africa competing with Malaya for the United Kingdom market prices fell heavily and below an economic level for production. In consequence the small growers suffered considerably owing to the inability of the canners to maintain prices. In July the Government in concert with the Government of the Federation of Malaya appointed a Commission of Inquiry into the industry with the intention of seeking recommendations to overcome the difficulties between production and markets. The Report of the Commission was not available at the end of the year but the need for rationalisation of the industry became more than ever apparent at the end of 1959 when the conditions as in 1958 repeated themselves. The figure of Singapore exports and value realised speak for themselves viz.

1957 34.818 tons valued at \$31,212,000 = \$896 per ton

1958 38.749 tons valued at \$31,139,000 = \$803 per ton

1959 36.579 tons valued at \$26,571,000 = \$726 per ton

The three canneries in Singapore produced 11.041 tons of canned pineapple during the year as compared with 12.396 tons in 1958 and 14.666 tons in 1957.

### *Textiles*

The textile trade had a rather lean year mainly due to the virtual embargo on textile imports by Indonesia, a control largely imposed for exchange reasons. In consequence exports of textile to Indonesia fell in value by 60 per cent compared with 1958 while the overall export value fell by nearly 54 per cent. The recession in one of Singapore's most important trading lines is of considerable moment but it must be remembered that the effect of the increased produce prices which became apparent during the year will not be reflected in the consumer market for some period.

Imports of cotton piece goods fell slightly in value but increased in amount. India is still the leading supplier of bleached cotton

fabrics followed closely by Japan and China. Japan is the largest supplier of dyed and printed cottons with China in second place. Imports of artificial silks fell heavily with Japan still by far the largest supplier followed by India; there was a significant comparative increase in China's imports and the United States moved into second place for dyed synthetic fabrics. The recessions in trade (excluding Singapore/Federation trade) is shown by the comparative figures below.

		<i>Cotton Piece Goods</i> (Million) sq. yds.	(Million) \$	<i>Art. Silk Piece Goods</i> (Million) sq. yds.	(Million) \$
<i>Imports</i>					
1957	...	147.2	94.2	89.6	63.2
1958	...	135.2	86.9	197.8	123.0
1959	...	135.7	82.1	130.4	85.2
<i>Exports</i>					
1957	...	63.5	33.6	30.7	20.3
1958	...	59.2	32.7	135.5	59.0
1959	...	42.0	22.5	41.8	21.2

### *Rice*

The Government continued to maintain a rice stockpile to safeguard Singapore's staple foodstuff against any emergency. Importers of rice for local consumption are required to purchase from the stockpile a quantity of rice proportionate to the size of import. During the year there were 939 contracts for sale against imports for local consumption and some 31,500 tons of rice were imported on Government account.

Otherwise rice imports were unrestricted. Thailand is the main source of Singapore's supply and in view of the preference consumer show for Thai rice this situation is likely to continue. The export trade fell away considerably during the year mainly because of direct buying by Indonesia. Singapore imported 232,000 tons of rice worth \$86.4 million and re-exported 58,400 tons worth \$23.2 million. Comparative figures of tonnage for 1958 were 354,800 tons of imports and 168,500 tons of exports.

The price of rice imports fell again and averaged between \$60 and \$30 per ton lower than 1958 according to grade.

Rice bran is imported as one of the main types of animal food-stuff; there was no change in the trade with imports at 78.768 tons.

### *Copra and Coconut Oil*

The general situation for these commodities continued difficult. Supplies of copra were hard to come by since there was reduced production in Indonesia the main supplier and Philippines copra was too high priced for economic purchase or usage in Singapore.

Market prices rose with an average weekly price for sun-dried of \$40.95 against \$33.89 per picul for 1958 and for fair mixed \$40.46 against \$33.36 per picul. Prices receded slightly during the second half of the year.

Imports and exports for 1957-59 were:

#### *Imports*

1957	142,700 tons valued at \$61.0 million
1958	109,500 tons valued at \$52.7 million
1959	75,000 tons valued at \$46.4 million

#### *Exports*

1957	98,300 tons valued at \$45.8 million
1958	76,400 tons valued at \$42.2 million
1959	47,200 tons valued at \$32.7 million

In turn the scarcity of copra affected the coconut oil production and exports fell from 27,749 tons in 1958 to 17,744 tons in 1959. The price per picul rose appreciably from an average of \$53.96 in 1958 to one of \$65.20 in 1959 but, the shortage of supply of the raw material matched the fall in exports which at 17,744 tons was nearly 10,000 tons less than the previous year.

The direction of the trade for copra is about 60 per cent to Asian countries and 40 per cent to Europe with India still the largest single buyer.

Of coconut oil exports 30 per cent go to Europe, about 10 per cent to South Africa, 8 per cent to Canada and the balance to Asian countries.

### *Pepper*

During the second half of the year the prices for both white and black pepper rose to the highest level for six years. Import increased out of proportion to exports and it would appear that there is a firm control being exercised on the trade to maintain the level of price against any possible decrease in supplies due to

the closure of smaller estates. Imports and exports at 38,082 and 29,101 tons were about 60 and 8 per cent up respectively on 1958 figures and market prices were up by 33 per cent. The trend of the market was steadily upwards until end of July when prices started to jump until the end of the year; during the period Black Lampong rose from \$75 to \$170 per picul and White Munlok from \$143 to \$276. The bulk of the black pepper imports came as before from Indonesia with Sarawak the second largest supplier a position reversed in the case of white papper. The United States was the largest buyer of black pepper and the United Kingdom the largest for white pepper with the United States and France also buyers of size..

### *Other Straits Produce*

The market for nutmegs and mace remained steady although below 1958 average and tonnage handled improved slightly on 1958 figures. The tonnage of gums remained virtually unchanged but prices were weak in the face of competition from synthetic products. Gutta percha and jelutong tonnage dropped some 40 per cent but prices averaged out round about 1958 figures. The principal buyer was the United States and Japan's demand decreased; the United Kingdom purchases declined.

There was a lack of demand for shells and prices fell between \$20 and \$30 per picul to end at about \$135 for Trocha and \$325 for first grade Mother of Pearl.

Sago imports remained about the same as for 1958, export of pearl sago eased slightly with prices remaining fairly at an average of about \$13 per picul. Sago flour imports dropped slightly but exports rose about 10 per cent with the United Kingdom taking 60 per cent. Prices were steady within the limits of \$8.50 to \$9.75 per picul.

Coffee has been faced with intensive competition from South America and also Africa. The general reduction in the price by South America and the action of the African exporters in meeting the South American price cuts has had serious effect on the Singapore market where prices declined progressively from \$118 per picul in January to \$86 in December. Imports came mainly from Indonesia and fell about 10 per cent while exports fell by 20 per cent with Italy, the main buyer dropping from 11,000 to 6,000 tons under pressure of South American competition.

### Timber

About eighteen major sawmills operated during the year but supplies of logs were reduced against 1958 from 39,018 tons to 32,123 tons from Indonesia and from 227,960 to 197,833 tons from the Federation. Imports of sawn timber, mainly from the Federation, rose from 48,416 to 50,336 tons. Export of timber from Singapore is under licence and control for reason of supply: the export of logs except White Meranti and Mersawa is prohibited but all sawn timber except Chengal and Merbau is freely licensed. Exports to major markets are restricted to timber which has been graded under the Malayan Grading Rules.

Exports of sawn timber (excluding teak) rose in quantity although not proportionately in value:

#### EXPORTS OF SAWN TIMBER (EXCLUDING TEAK)

	<i>From All Sources</i>	<i>Including sawn or graded in Singapore</i>
	<i>tons</i>	<i>tons</i>
1958	79,800 valued at \$12.5 million	62,000 valued at \$10.3 million
1959	90,600 valued at \$12.8 million	70,300 valued at \$ 9.9 million

*Note:*—All tonnages are in tons of 50 cubic feet.

Compared to 1958 teak imports dropped 10 per cent in tonnage to 5,392 tons and 20 per cent in value to \$2.17 million. Virtually all teak was for internal consumption.

### Petroleum Products

Trade in petroleum products with an overall value of some \$900 million accounted for about 15 per cent of the total value of Singapore's trade. The various oil companies maintain facilities for storing, blending and delivering and Singapore acts as one of the main distributing centres for South-East Asia. The main sources of supply are Indonesia, Sarawak and Iran and although exports are widely spread, Thailand, Australia, Philippines and Vietnam account for about 60 per cent of the total.

Bunkering of ships through the facilities of the oil companies and the Harbour Board is an important function of the port. The bunker tonnage showed a slight fall from 1958 levels but at over 1½ million tons with a value of about \$120 million it constituted a valuable and essential service to the shipping on which Singapore's trade depends.

### *Channels of Trade*

Singapore's geographical position as a focal point for shipping operating in the South-East Asia or proceeding in the Pacific/Europe/Atlantic run and *vice versa* makes her a natural centre for trade and the exchange of products of one area for those of another. In addition Singapore has an important role as one of the main ports of exit and entry for much of the Federation of Malaya's requirements and a centre for the coastal trade of the Indonesian and Bornean areas. Raw produce of the region is collected and after processing, grading and packing re-exported to world markets. Manufactured goods, machinery, food and vehicles are off-loaded in Singapore from ocean carrier and distributed to Singapore's entrepôt area. As well as acting as a clearing house and transit point Singapore also maintains a stock of almost any type of produce and goods in her role as a warehouseman. Although there is a generality of trade amongst all the communities which make up the Singapore commercial world there are certain patterns peculiar to certain sections by reason of origin or market contact. Thus while textiles are handled by all there is an emphasis on the interest of the Indian trading community which is also particularly active in spices. The considerable demand for Chinese foodstuffs is dealt with largely by Chinese traders who are also concerned with fancy goods and closely connected with the Indonesian trade. Heavier manufactured goods and machinery are some of the principal interests of the European trading houses.

### IMPORT/EXPORT CONTROL

During 1959 the major alteration in import policy was the liberalisation, in two stages, of imports from the American Account area (the Dollar Area). Since 1946 a considerable range of imports from the American Account countries were subject to specific licensing on a restricted basis. Licences were granted only where the goods concerned were essential to the economic life of Singapore or had special aspects of competitive price or rapid delivery or non-availability in the sterling area.

In January 1959 a considerable range of goods were released from all restrictive control. Included in this range were clothing, synthetic fabrics, certain chemicals, paints, plastics, medicines, steel and steel products. In August a bigger step was taken by the elimination of all control on all goods to an open general licence basis.

There are certain exceptions common to imports from other countries, which require specific licence and deal with items in which security or health is concerned.

The consequence of the above is that imports into Singapore are now either on open general licence or are freely licensed from any source, with the following main exceptions:

- (i) imports which would affect security or health such as arms, meat and plants;
- (ii) imports affecting the exchange control system such as diamonds or gold coin;
- (iii) washing soap, which is restricted pending the possible imposition of a tariff;
- (iv) rice, in which import is conditional upon a purchase from the Government stockpile.

Export controls continued to be restricted to a small range of strategic materials and a short list of articles where special conditions are imposed for reasons of health, security or exchange control. The only prohibited exports are carbon black, logs and tin ore and concentrates. The export of empty bottles is restricted in the interests of local requirements.

In 1959 two amendments to export policy were introduced namely:

- (i) the export of palm oil, palm seeds and palm kernels was permitted only on proof of country of origin against which a special licence was issued which form an official certificate of origin;
- (ii) the imposition of a quota on the export of cigarettes to the Rhio Archipelago of Indonesia. This was designed to check the smuggling back to Singapore of supplies excess to Rhio's true requirements.

During the year the Import/Export Control issued over 700,000 inward and outward declarations and nearly 40,000 import licences and other documents; the latter figure being 20 per cent less than that for 1958. In addition 57,400 ship and aircraft manifest and way bills were checked against declarations and permits.

#### INTERNATIONAL CONFERENCES

As usual Singapore participated in a number of international economic and trade conferences. She was represented at meeting of the Economic Commission for Asia and the Far East in respect

of the Committees on Trade and on Industry and Natural Resources, the Regional Trade Talks in Bangkok and the Plenary Session held at Broadbeach, Queensland.

Singapore was also represented at the 11th Meeting of the Colombo Plan Consultative Committee held in Jogjakarta, the delegation being led by the Deputy Prime Minister.

#### TRADE PROMOTION

Promotion of trade, other than at an individual level is mainly carried out by the four main Chambers of Commerce, namely the Chinese, Indian, Malay and Singapore Chambers, the Singapore Manufacturers Association and other commercial and trading associations. There are also associations devoted to special aspects of trade and its many related functions such as the Rubber Packers Association, the Exchange Banks Association and Associations covering various aspects of Insurance and Shipping to name a few..

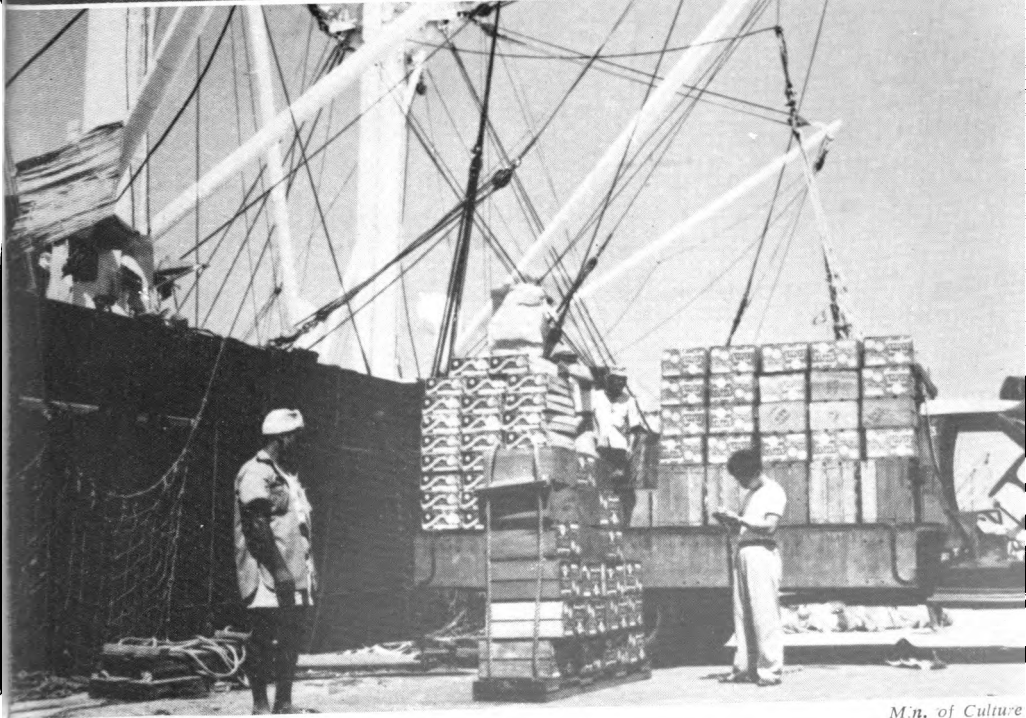
On the Government side the promotion of trade is the responsibility of what was the Ministry of Commerce and Industry and, from the advent of the new Government, the Division of Commerce and Industry in the Ministry of Finance. This Division is responsible for the specialist Divisions of Industrial Development, Foreign Exchange Control, Imports and Exports Control Supplies and Timber and is situated on the 2nd Floor of Fullerton Building.

The Division of Commerce and Industry continued to assist the promotion for trade by dealing with enquiries for information from all over the world, providing lists of suppliers of locally manufactured and processed goods and of raw material and indicating the interests of individual units in dealing with all types of goods. The Division published a monthly "Trade Enquiries Bulletin" to give the maximum publicity to enquiries and also figures of trade and market prices.

#### *Overseas Representation*

Singapore has a Trade Commissioner in the United Kingdom whose office is at 16 Northumberland Avenue, London, W.C.2. Close touch is maintained with the commerce of other countries through the offices of the United Kingdom Trade Commissioners.

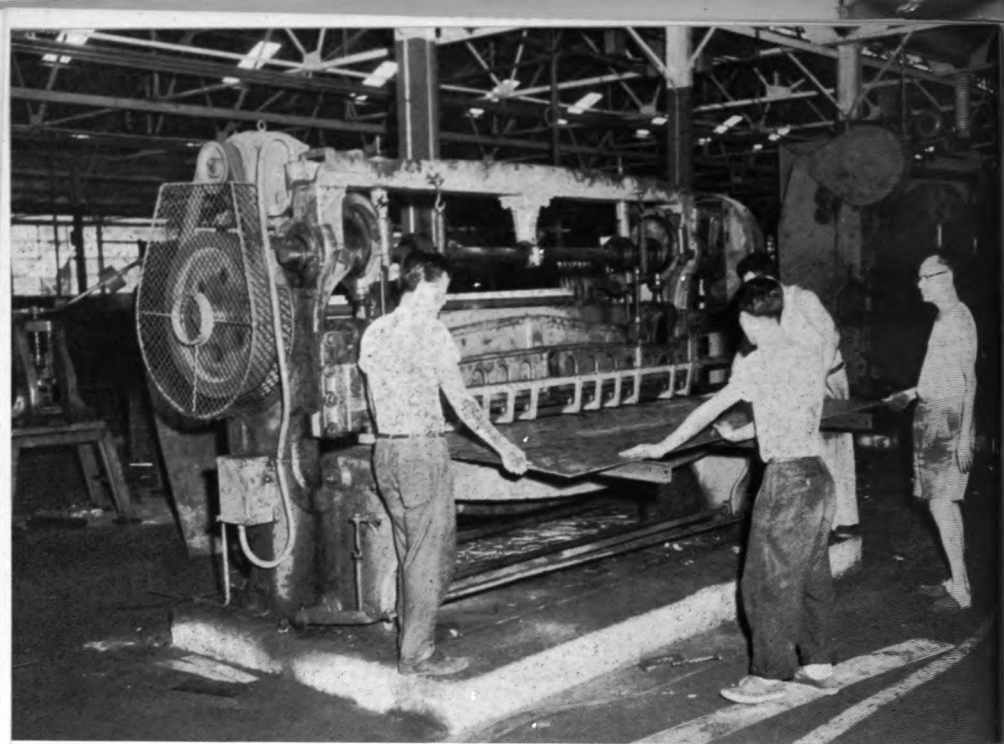
At the end of the year a proposal for the establishing of a Trade Commissioner in Indonesia was under close consideration.



*M.n. of Culture*

**Top**—Picture shows the Minister for Finance Dr. Goh Keng Swee, addressing the members of the Chinese Chamber of Commerce in August and assured them of full government assistance in their plans for industrial development.

**Bottom**—One of the main activities connected with Singapore's entrepot trade is the loading and unloading of cargo to and from all parts of the world.



Min. of Culture

Industries in Singapore are at present growing concerns and with Government assistance and protection, expansion will gain momentum.

Pictures show workmen in metal (above) and ink (below) factories.

To illustrate the trends of trade, trading figures under major commodity headings are shown in the following tables.

SINGAPORE TRADE IN PRINCIPAL COMMODITIES EXCLUDING TRADE WITH THE FEDERATION

(Gross Value in Million of Malayan Dollars)

IMPORTS							EXPORTS				
Percentage of Total Trade			Value in Million \$	COMMODITIES			Percentage of Total Trade			Value in Million \$	
1957	1958	1959	1959				1957	1958	1959	1959	
3.0	4.5	2.8	86.4	Rice	..	..	..	1.7	2.7	0.9	23.2
1.7	1.7	1.3	41.1	Coffee	..	..	..	3.1	2.8	1.7	47.4
1.5	2.0	2.9	88.9	Spices	..	..	..	2.2	3.0	3.3	89.4
12.2	12.4	11.8	364.0	Other Foodstuffs	..	..	..	4.3	4.3	3.3	90.3
1.9	1.9	1.5	47.0	Tobacco Manufactures			..	1.1	1.1	0.9	24.1
16.7	16.0	24.2	751.4	Rubber	..	..	..	41.3	41.5	55.2	1,503.1
4.2	3.7	4.0	123.5	Other Crude Materials			..	4.5	4.2	4.2	113.3
21.7	19.7	18.7	580.9	Petroleum Products	..	..	..	13.7	12.1	11.3	308.3
2.0	1.9	0.6	18.2	Petroleum Crude	..	..	..	2.2	2.5	0.6	16.1
0.1	0.2	0.2	6.8	Vegetable Oils	..	..	..	2.0	1.7	1.5	39.3
..	..	..	0.6	Tin	..	..	..	4.8	2.0	0.2	4.4
6.5	8.5	6.9	215.5	Textile Manufactures			..	2.7	4.7	2.3	63.0
2.8	2.0	1.9	57.8	Iron and Steel	..	..	..	0.8	0.5	0.6	17.0
1.8	1.5	1.5	45.6	Industrial Machinery	..	..	..	0.5	0.5	0.4	10.7
1.9	2.1	1.7	54.0	Electrical Equipment	..	..	..	0.6	0.8	0.6	17.1
2.2	2.0	2.0	62.9	Road Motor Vehicles			..	0.8	0.9	0.9	25.0
2.1	2.2	1.6	49.7	Other Machinery and Transport Equipment			0.8	0.8	0.8	0.8	22.1
1.1	0.7	..	..	Ships and Aircraft Stores	..	..	6.8	6.5	5.3	144.1	
5.8	15.1	5.2	163.1	Other Miscellaneous Manufactured Articles not elsewhere specified			1.6	6.2	1.3	35.5	
10.8	1.9	11.2	348.1	Others	..	..	..	4.4	1.2	4.7	127.3
100	100	100	3,105.5			Total	..	100	100	100	2,720.7

## FOREIGN TRADE OF SINGAPORE BY PRINCIPAL COUNTRIES (EXCLUDING TRADE WITH THE FEDERATION OF MALAYA)

IMPORTS						EXPORTS					
Percentage of Trade Total			Value in Million \$	COUNTRIES			Percentage of Total Trade			Value in Million \$	
1957	1958	1959	1959				1957	1958	1959	1959	
13.7	12.9	10.5	324.7	United Kingdom	..	..	11.1	10.3	10.1	273.5	
0.8	0.7	0.8	23.2	France	..	..	3.7	2.6	2.9	78.8	
2.4	1.9	1.9	60.1	West Germany	..	..	2.2	2.8	3.3	89.2	
0.5	0.5	0.5	14.2	Italy	..	..	3.3	2.8	2.6	70.5	
1.6	1.7	1.9	58.6	Netherlands	..	..	2.5	2.9	3.1	83.8	
0.1	..	1.0	2.3	Union of Soviet Socialist Republic of Russia			1.3	2.7	6.1	164.2	
3.9	3.4	3.1	96.5	Other Countries in Europe	..	..	6.8	7.6	8.0	217.2	
0.4	0.4	0.4	12.9	South Africa	..	..	1.7	1.4	1.6	43.9	
0.3	0.4	0.4	12.8	Other Countries in Africa	..	..	1.3	0.9	1.0	27.9	
0.4	0.4	0.3	9.9	Canada	..	..	1.7	1.3	2.2	59.2	
4.2	3.8	4.0	125.2	United States of America	..	..	10.0	7.8	10.7	292.0	
0.9	1.5	0.6	18.2	Other countries in North and South America			4.7	4.2	4.6	125.0	
2.7	2.9	2.6	81.9	Hong Kong	..	..	1.9	2.0	1.8	30.2	
0.6	0.4	0.8	23.5	North Borneo	..	..	2.5	2.4	2.3	61.1	
5.7	5.3	5.9	184.5	Sarawak	..	..	2.8	2.8	3.0	82.1	
1.9	2.4	1.9	60.3	Republic of India	..	..	2.8	2.0	2.1	57.2	
0.6	1.3	1.1	34.2	Burma	..	..	1.6	0.6	0.4	12.0	
3.0	4.9	4.2	131.4	China	..	..	1.6	2.6	4.3	116.0	
0.9	0.6	0.6	17.6	Formosa	..	..	0.7	0.3	0.4	9.7	
0.1	0.7	0.4	12.9	Vietnam	..	..	1.3	1.7	1.6	44.8	
33.5	31.1	36.6	1,135.7	Indonesia	..	..	9.0	14.2	4.8	131.4	
6.9	8.7	7.8	243.5	Japan	..	..	8.8	7.6	7.2	195.5	
0.1	0.1	0.1	1.9	Philippines	..	..	2.4	2.0	2.0	54.9	
3.6	4.2	4.7	146.5	Thailand	..	..	2.5	3.3	3.5	95.3	
6.9	6.3	5.0	156.7	Other Countries in Asia	..	..	4.6	5.0	4.6	125.0	
3.7	3.4	3.6	111.7	Australia	..	..	4.4	4.5	4.5	122.9	
0.2	0.1	0.2	4.4	New Zealand	..	..	2.3	1.1	1.2	33.9	
..	..	..	..	Other Countries in Oceania	..	..	0.5	0.6	0.1	2.7	
100	100	100	3,105.5			Total	100	100	100	2,720.7	

TRADE OF SINGAPORE WITH THE FEDERATION OF MALAYA BY VALUES  
OF PRINCIPAL COMMODITIES

(Gross Value in Million of Malayan Dollars)

IMPORTS				COMMODITIES	EXPORTS				
Percentage of Total Trade		Value in Million \$			Percentage of Total Trade		Value in Million \$		
1957	1958	1959	1959		1957	1958	1959	1959	
..	..	0.04	0.3	Milk, sweetened condensed	..	2.6	2.8	2.2	16.0
1.6	2.0	1.90	15.1	Fresh Fish ..	..	1.2	1.0	1.4	7.5
0.3	0.3	0.10	0.9	Rice .. ..	..	4.7	5.0	4.0	28.9
1.7	1.5	1.20	10.0	Fresh Fruits and Nuts	..	2.0	1.9	1.5	11.4
2.2	3.5	2.50	20.1	Canned Pineapples ..	..	..	..	..	..
0.4	0.7	0.60	5.0	Fresh Vegetables ..	..	2.1	1.8	1.2	8.5
0.1	..	0.02	0.2	Sugar .. ..	..	3.2	2.5	2.1	15.2
..	..	0.01	0.1	Animal Feeding Stuffs	..	1.1	1.5	1.7	12.4
1.0	1.6	0.81	6.6	Coffee .. ..	..	0.5	0.5	0.3	2.6
..	..	0.04	0.4	Alcoholic Beverages ..	..	3.3	2.9	2.6	19.1
..	..	0.02	0.2	Tobacco .. ..	..	1.2	1.1	1.5	10.8
0.4	0.1	0.50	4.1	Oil Seeds, Nuts and Kernels	..	0.8	1.3	0.7	5.1
63.5	66.5	78.3	628.6	Crude Rubber ..	..	4.4	3.3	4.7	33.9
15.4	6.0	0.60	4.5	Tin Ore .. ..	..	..	0.3	0.4	2.9
..	0.1	0.02	0.2	Petroleum Products ..	..	9.0	10.9	8.9	64.0
3.2	3.5	3.10	24.6	Vegetable Oils ..	..	0.3	0.4	0.3	2.3
..	..	0.02	0.2	Cotton Fabrics Woven	..	5.1	5.0	5.2	37.1
..	..	0.02	0.2	Artificial Silks ..	..	2.4	2.6	3.3	23.9
..	0.1	0.10	0.44	Iron and Steel ..	..	1.7	1.6	2.0	14.4
0.1	1.0	0.10	0.7	Metal Manufactures not elsewhere specified	2.8	3.2	2.9	20.8	
0.1	0.2	0.10	0.8	Printed Matters ..	..	1.5	1.6	1.6	11.4
0.2	1.0	0.20	1.8	Industrial Machinery	..	2.9	4.8	2.6	18.9
0.1	..	0.10	0.7	Electrical Equipment ..	..	1.9	2.1	2.1	15.6
0.8	1.3	0.90	7.1	Road Motor Vehicles	..	6.1	5.1	6.0	44.1
..	1.0	0.10	0.9	Manufactured Articles not else- where specified	10.9	2.4	1.9	12.4	
1.1	1.4	0.80	6.6	Postal Packets ..	..	4.2	3.1	3.6	25.9
7.8	8.2	7.80	62.36	Others .. ..	..	24.1	31.3	35.3	254.7
100	100	100	802.9	Total	..	100	100	100	719.8

1957 Import \$784.6 million

1958 .. \$641.6 ..

1959 .. \$820.7 ..

Export \$705.0 million

.. \$652.2 ..

.. \$719.8 ..

*Trade Missions*

The Division of Commerce and Industry was able to send officers to Indonesia for discussions which resulted in a special purchase of yarn for a spinning mill in Singapore and also in the arrangement for a special sale of textiles to the Indonesian Government early in 1960. Another mission to Thailand was able to arrange special and advantageous terms for the purchase of rice by the Supplies Division.

*Trade Fairs*

Between January and March a Constitutional Exposition was held as part of the celebration of the new Constitution. The Exposition was organised by the Chinese Chamber of Commerce and besides special stands for the Government Departments and the City Council there were a number of national stands and, in general, a general exhibition of the products of commerce. The Exposition covered 25 acres and the costs of exhibits and displays was about \$50 million.

In August a Trade and Industries Fair was held under the sponsorship of the Management of the Great World Park with a main theme of the exhibition of Singapore's manufacturers.

In September the Chinese Manufacturers Association of Hong Kong sponsored the Fifth Exhibition of Hong Kong trading products at the Happy World Stadium.

## PRIMARY PRODUCTION

Until the 30th of May, 1959, the departments which deal mainly with primary production viz., Agriculture, Fisheries and Veterinary Services had been part of the Ministry of Commerce and Industry. The Co-operative Development Division was also in the same Ministry. From the latter part of 1958 until the end of May 1959, the activities of these divisions which dealt with the provision of services to farmers and fishermen and which related to experimental and research work aimed at increasing production were co-ordinated by the Rural Development Commission operating under the Rural Development Commissioner as Chairman.

With the advent of the new Government in June 1959, these departments together with the Rural Development Division were grouped under the Ministry of National Development. Their functions were then co-ordinated by the Rural Development Commissioner. It is envisaged that these Divisions will be grouped

under a single department to be known as the Department of Primary Production.

#### RURAL DEVELOPMENT

It was found that the number of Government Departments which dealt with the Rural Areas and the activities of the people who lived there was large and that, unless there was close co-ordination among these departments, neglect of the problems of these rural dwellers would result. It was not possible, with limited financial provision, to satisfy the needs of the farmers and fishermen and other rural dwellers all at once. A system of priority had therefore to be established. It was felt that this could be done most effectively by a Rural Development Commission with all interested departments represented on it.

This Commission was duly appointed and started functioning during the last quarter of 1958. The following were the members:

- (i) Rural Development Commissioner (*Chairman*).
- (ii) Agricultural Officer (*Member*).
- (iii) Chief Fisheries Officer (*Member*).
- (iv) Chief Veterinary Officer (*Member*).
- (v) Registrar of Co-operative Societies (*Member*).
- (vi) Rural Health Officer (*Member*).
- (vii) Deputy Commissioner of Lands (*Member*).
- (viii) Director of Social Welfare (*Member*).
- (ix) Director of Information Services (*Member*).
- (x) Senior Executive Engineer, Rural (*Member*).
- (xi) Deputy Secretary, Ministry of Education (*Member*).
- (xii) Principle Assistant Secretary, Ministry of Commerce and Industry (*Member*).
- (xiii) Planning Adviser, Singapore Improvement Trust (*Member*).
- (xiv) Deputy Secretary, Ministry of Local Government, Lands and Housing (*Member*).

This Commission set to work and carried out an assessment of the position in the first half of 1959 in respect of—

- (a) Land availability.
- (b) Land utilisation and development.
- (c) Increased production.
- (d) Co-operative Development among farmers and fishermen.
- (e) Rural Credit.
- (f) Marketing of farm produce.

During the latter half of 1959, proposals were formulated with the following objectives:

- (a) To convert 4,000 acres of swamp land for use as vegetable gardens, fish ponds and prawn ponds.
- (b) To produce piglings and chicks of desirable genetical strains for distribution to farmers to assist them to increase production.
- (c) To produce more fresh water fish for use as human food, pig and poultry feed and fertiliser.
- (d) To produce cheap but effective fertiliser mixtures by utilisation of sludge from the Sewerage Works.
- (e) To improve the extension services for the farmers and fishermen, e.g., chick inoculation, mobile dispensaries for farm animals, fisheries mobile engine repair unit and agricultural advisory service.
- (f) To carry out feed trials with cheaper yet equally nutritious feed mixtures for use in animal husbandry.

The work of the Divisions of Rural Development, Co-operative Development, Agriculture, Fisheries and Veterinary Services became more closely co-ordinated under the Ministry of National Development.

#### FISHERIES

In 1959 there were 5,335 licensed fishermen in Singapore operating 1,961 licensed fishing gears of all types. Of these fishermen 73 per cent were Chinese and the remainder were Malays and others. A total of 2,707 fishing boats aggregating 3,579 tons were operated by them. About 30 per cent of these fishing boats were powered vessels including those powered by outboard motors.

The bulk of the Singapore fishermen fish within the Straits of Singapore on the Singapore side. Those operating large fishing vessels powered by inboard engines operate in the South China Sea and the fringes of the Indian Ocean. In the offshore areas only the bottom fishery resources and those types of surface fish, such as tuna which can be caught by troll-lines, are exploited. Surface aggregations of fish which are sufficiently large and regular for commercial exploitation have not been found. There is also a certain traditional reluctance among local fishermen to venture out into the offshore areas as such fishing trips entail an absence

of up to two weeks from port at one time. Only research on an extensive scale can reveal whether or not there are sufficient stocks in the mid-water layers for commercial exploitation.

Meanwhile certain local fishing companies have concluded agreements with foreign fishing companies to enlist their assistance in tapping the offshore bottom resources by means of trawlers. Other companies have made agreements with fishery co-operatives in other neighbouring countries whereby they either buy the fish caught by these co-operatives or teach them how to catch the fish and thereby get a share of the catch. These agreements serve the purpose of keeping our fishermen in full employment.

The total production of local fishermen is estimated at 11,296.86 tons in 1959, averaging 3,557 katties or 2.117 tons per fisherman. This local production is about one third of the total supply of fresh fish consumed at Singapore. The fresh fish imports are high because the local consumer prefers inshore fish such as *Sēlar*, *Bawal*, *Tēnggiri* and *Parang* and such fish can only be caught in commercial quantities within the territorial waters of neighbouring countries. It is clear that, until such time as these fish are found in commercial quantities in the offshore areas of the South China Sea or until the pattern of consumer preference has changed in favour of offshore bottom fish such as *Ikan Mērah* and *Kērisi China*, the exploitation of offshore fishing grounds cannot proceed beyond the existing level.

There has been no change in the system of marketing of fish; fresh fish is landed at various points on the island and auctioned at two City Council and three private wholesale markets. Auctions are conducted by wholesale agents who receive a commission from the fishermen and fish importers and pay a fee to the market owner. The amounts of fish handled by these auction markets are as follows:-

AMOUNT OF FISH HANDLED BY AUCTION MARKETS  
(Tons)

	1957	1958	1959
Local Production ...	5,188.6	5,274.4	5,260.7
Imports from Indonesia ...	1,744.2	2,032.8	1,606.8
Imports from Sarawak, Borneo, Vietnam, Burma, etc. ...	30.0	55.9	100.7
Imports from Federation of Malaya ...	3,269.0	3,283.4	3,917.1
	<hr/> 10,231.8	<hr/> 10,646.4	<hr/> 10,885.3

Both wholesale and retail prices of fresh fish were much lower in 1959 as compared with prices in 1958. This is illustrated in the prices detailed below:

AVERAGE PRICES OF FRESH FISH  
(Per Kati)

		1958		1959	
		Wholesale	Retail	Wholesale	Retail
		\$ c.	\$ c.	\$ c.	\$ c.
Bawal Putih	...	2 12	2 35	1 68	1 91
Bawal Hitam	...	1 28	1 41	1 04	1 17
Kurau	...	1 67	2 58	1 56	2 45
Senangin	...	1 40	1 54	1 33	1 37
Tenggiri	...	1 13	1 26	1 03	1 15
Belanak	...	1 11	1 22	98	1 11
Merah	...	38	50	35	48
Chencharu	...	58	68	48	59
Talang	...	39	50	30	41
Parang Parang	...	1 05	1 19	94	1 08
Terubok	...	76	87	73	85
Yu	...	29	39	25	37
Pari	...	25	35	22	34
Prawns (large)	...	2 13	2 49	1 97	2 25
Gelama	...	29	39	26	39
Billis	...	42	51	45	57
Kembong	...	60	69	48	60
Selar	...	1 01	1 14	90	1 03
Tamban	...	25	34	21	33
Ikan Buat Baja	...	11	16	10	15

(One Kati equals 1½ Imperial Pounds)

The main causes for the recession in prices of fresh fish are believed to be (i) lack of purchasing power among the consumers and (ii) heavy imports of certain types of cheap fish from China.

The pilot Fisheries Training School which was started at Tanjong Kling towards the end of 1958 was continued in 1959. The course started with 43 students and ended with 20 students, as 23 students left the course during the year. They were taught the construction and use of different types of fishing gears such as *Pëlontang* (Floated line), *Rawëi Umpan* (long-line), *Bubus* (Fish pots) and *Jarings* (drift nets). They also received instruction in elementary hydrology, preservation and storage of fish, engine

maintenance and repair, fish canning and construction of kolehs. A total of 29 outboard engines were repaired by the students. The results of this pilot training scheme were gratifying in that the students were very keen. In fact they built the training centre themselves with materials provided by Government. They are now an asset to the village in that they are now self-employed fishermen and assist other fishermen to repair their engines.

#### CO-OPERATIVE DEVELOPMENT

Most of the registered Co-operative Societies showed general progress during the year. 13 of these Co-operative Societies subscribed a sum of \$402,000 to the Singapore Development Loan of \$25,000,000, whilst a number of societies which held the S.S. War Loan Stocks 1940/1959 converted their stocks to the \$15,000,000 5 per cent Development Loan.

Many of the rural Co-operative Societies, the members of which were farmers and fishermen, were not progressing well so that special attention is being devoted to the problems of these societies with a view to their re-organisation.

The following illustrates the position in respect of Co-operative Societies in Singapore:

		<i>No. of Societies</i>	<i>Member- ship</i>	<i>Paid up Shares/ Subscriptions</i>	<i>Reserve Fund</i>
1958	...	102	34,584	10,659,988	351,893
1959	...	106	34,050	12,616,362	575,858

#### VETERINARY SERVICES

The Government Veterinary Division continues to be responsible for:

- (i) the prevention and control of diseases;
- (ii) animal husbandry and research.

Functions of the City Council Veterinary Department are supervision of meat inspection, running of the Animal Infirmary and implementing legislation associated with prevention of cruelty to animals, as well as licensing of dogs, and animal and bird shops within City Limits.

Towards the latter part of the year, plans were under way to integrate the Government and City Council services under one organisation.

*Disease Control*

Singapore continues to enjoy freedom from serious epidemic animal diseases found under tropical conditions such as Anthrax, Foot and Mouth Disease, Rinderpest, Rabies, Glanders and Contagious Pleuro Pneumonia. This has been brought about as a result of strict control measures against the importation of animals and animal products from areas where these livestock diseases are prevalent. During the year 10,479 cattle, 126,199 sheep and goats, 28,268 pigs, 361 dogs, 279 cats, 592,180 chicks, 98 horses, 1,652 monkeys were imported into or transhipped through Singapore.

The existing quarantine stations at Telok Ayer Basin and Beach Road have limited accommodation for the quarantine of imported livestock. With the irregular animal traffic, the Division has occasionally been embarrassed with a sudden influx of animals. This sometimes lead to inconvenience to importers.

As a measure to reduce epidemics, preventive inoculations and vaccinations against Ranikhet disease and Fowl Pox in Poultry, as well as Hæmorrhagic Septicæmia in pigs were carried out as free services provided by the Veterinary Divisions; during the year about 6,700,000 poultry and 13,926 pigs were inoculated. Curative treatment was also given when cases were reported to the Veterinary Division. Two travelling dispensaries operated in the rural areas to sell non-Scheduled drugs at fixed prices to farmers.

*Animal Husbandry and Research*

There is ample room for the improvement of animal management methods practised by local farmers. Mortalities largely due to poor husbandry could be much reduced with improved methods. To this end, attempts are being made in the field to educate the farming community.

Research work was continued at the Sembawang Research Station which was completed early this year. A constructive breeding group of crossbred pigs has been evolved. These pigs are capable of reaching the local marketable weight of 133 lb. between 18/24 weeks with a mean of 21.9 weeks. Their sows have a prolificacy level of 10 piglings per litter. Boars and sows in excess of breeding requirements within the group are distributed to farmers. In addition British bred and highly graded boars are used for free services to the sows of farmers at four centres.

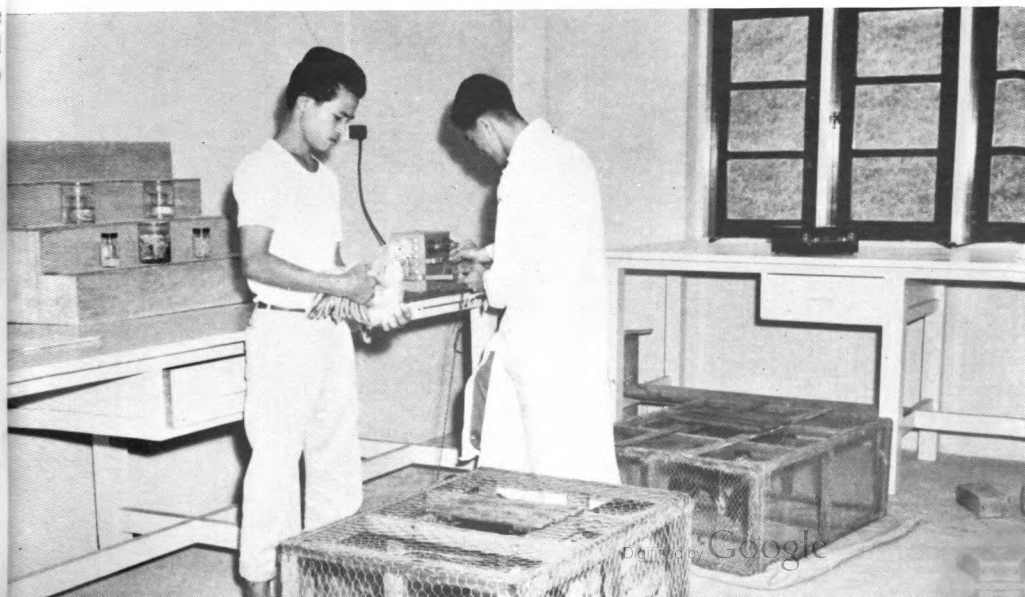
Experiments conducted show that local (Canton type) birds could lay a least 40 per cent of eggs when properly selected and

Singapore continues to be free from serious animal diseases found under tropical conditions as a result of strict control measures against the importation of animals and animal products. Continued research work was carried out at the Sembawang Research station. It also conducts experiments in the field of animal husbandry to improve the levels of production, especially of pigs and poultry.



*Min. of Culture*

Pictures show eggs being examined before going to the incubators (*above*) and the debeaking of chickens (*below*)





fed. By judicious cross-breeding to introduce the characteristic of non-broodiness of the foreign bird into the local type of birds, several families of cross-breds (Canton/Brown Leghorn) have been produced which recorded a production level of over 50 per cent lay. An auto-sexing breed is also being evolved and results are encouraging. It is expected that distribution of day old chickens from the first two of these strains will be made to farmers during 1960.

Marked improvements have been brought about to date in levels of production. It must be realised, however, that improvement of animal production by genetical processes requires time, which is a critical factor in bringing about maximal effects. To date, only about 30 months have elapsed since the work began. Further improvement can be expected in succeeding generations so that the continuation of these experiments is, from the scientific point of view, most important. The tables of statistics of the livestock industry for 1959 are appended at the end of this Chapter.

#### AGRICULTURE

The climate in Singapore is almost unchanging throughout the year. The only exception is the greater rainfall during the last three months, which, by causing flooding, may reduce cropping in certain sites. Apart from this, crops can be grown equally well throughout the whole twelve months, which gives the farmers a great advantage over those in other lands, where the growing season for most crops is generally less than eight months. There is, however, the disadvantage in the climate, that the short days and high, almost unvarying, temperatures render it impossible to grow those biennial crops which are normally harvested during the resting stage. This includes especially the hearted cabbages and onions or garlic, all of which are popular vegetables, which are imported from abroad, and from the Cameron Highlands of the Federation of Malaya.

Generally speaking, however, the climate is very suitable to fast vegetative growth, and the local farmers take advantage of this fact, where the soil is fertile and plenty of water is available, to engage in highly intensive market gardening. This form of husbandry is extremely efficient, and the farmers are ready to adopt various modern techniques which can either improve their results or the profitability of their enterprise provided that they are convinced that the practice will be profitable. This is particularly shown in their attitude to insecticides. Before the war, all farmers relied on derris, which was a local product, but

quickly changed to D.D.T. and lindane when these were introduced. The insect pests subsequently became resistant to the chlorinated hydrocarbon insecticides, however, after which the farmers changed in turn to the use of non-poisonous organo-phosphorus insecticides, which are now widely used. The import of the highly poisonous phosphorus insecticides is prohibited.

In regard to manures, however, except for one or two growers, they have proved rather conservative, and remain faithful to their traditional manure, prawn dust. This organic manure, however, is expensive and the Department is actively experimenting with alternatives. One alternative which was tried, was the effluent water from the sewage works, which was found, however, to be insufficiently concentrated in nutrients to be worth the expensive piping necessary to carry it to the vegetable growing areas. Another more promising substance is the dried sewage sludge which after fortification with four different formulations of chemical fertiliser, is being tried. Results up to the end of the year were variable in that floods and the sandiness of the soil in the Department's experimental station rendered impossible the growing of the two vegetables selected for these trials, namely Choy Sam (*Brassica chinensis* var. *communis* T. & L.) and Kai Choy (*B. juncea* var. *rugosa* Bailey). These experiments are to be continued during 1960.

Elsewhere, since the soil is less fertile and less water is available, vegetable growing is much less intensive. Therefore, in order to make a comparable living, the farmer must cultivate a larger plot of land, and it is the labour required in digging the land in preparation for each crop that is the factor limiting the area the farmer can cultivate, and the time taken over this operation is potential cropping time lost.

A certain number of ploughing contractors started operations in Singapore, using tractor ploughs to cultivate the farmers' land, for which they charged \$60 to \$80 per acre for ploughing new land once. In October the Department purchased a tractor and cultivating equipment, primarily for use on its own experimental station, but which has been used also to provide a trial ploughing service for the farmers in Sembawang, Yio Chu Kang and Ponggol areas, which can be conveniently reached from the tractor's headquarters. The charges for ploughing and cultivating are less than half those of the private contractors. Between 19th October, when the service started, and the end of year, 14½ acres, in 34 different plots, had been ploughed. It is anticipated that the demand will be considerably greater during 1960, since the last

two months of the year being wet, result in less cultivation being done in that period than during the remainder of the year.

During April and May, a survey of the production of vegetables in Singapore was undertaken by the Department with the assistance of the Rural Development Division. Farming areas in all parts of the island were visited in turn on at least two days in succession at the time that the farmers were selling their vegetables. These times varied between 3.00 a.m. and 9.30 p.m. The weight of each type of vegetable was recorded, and totals compiled for each type and each area. From the overall results it is now clear where each vegetable is produced in the largest quantities, and which areas are the largest producers. It was found that the average daily total of farm sales was 95 tons of vegetables of the 57 types grown.

Table I

## TOTAL NUMBER OF ANIMALS SLAUGHTERED AT CITY ABATTOIR, 1959

<i>Country of Origin</i>	<i>Oxen</i>	<i>Buffaloes</i>	<i>Sheep</i>	<i>Goats</i>	<i>Swine</i>	<i>Total</i>
Singapore .. ..	547	93	..	1,173	425,629	427,442
Australia .. ..	563	..	81,371	2,114	..	84,048
Federation of Malaya ..	10	..	..	..	8,887	8,897
Indonesia .. ..	4,758	820	..	6	1,926	7,510
Thailand .. ..	..	2,466	..	..	..	2,466
<b>Total ..</b>	<b>5,686</b>	<b>3,379</b>	<b>81,371</b>	<b>3,293</b>	<b>436,442</b>	<b>530,363</b>

Table II

COMPARATIVE NUMBER OF ANIMALS SLAUGHTERED AT CITY COUNCIL ABATTOIRS  
1953—1959

	<i>1953</i>	<i>1954</i>	<i>1955</i>	<i>1956</i>	<i>1957</i>	<i>1958</i>	<i>1959</i>
Cattle ..	5,568	4,390	4,233	3,057	4,004	5,102	5,868
Buffalo ..	1,101	1,825	2,482	3,437	2,516	862	3,379
Sheep ..	56,506	60,868	63,868	64,636	69,073	74,018	81,371
Goats ..	2,022	2,237	1,776	2,918	3,636	4,225	3,293
Pigs ..	237,853	318,575	355,209	431,373	420,864	417,199	436,452
<b>Total ..</b>	<b>393,050</b>	<b>387,895</b>	<b>427,490</b>	<b>505,421</b>	<b>500,093</b>	<b>501,406</b>	<b>530,363</b>

Table III

## PIGS SLAUGHTERED AT THE CITY COUNCIL ABATTOIR

	1953	1954	1955	1956	1957	1958	1959
(a) Total Abattoir figures ..	327,853	318,575	355,209	431,373	420,864	417,199	436,452
(b) Total Island production ..	322,287	287,323	310,088	412,107	401,944	400,518	425,629
(c) Total Import from Overseas	4,722	482	2,412	705	7,295	6,631	1,926
(d) Total from Federation of Malaya ..	844	29,770	42,709	18,560	11,625	10,050	8,897
Percentage Singapore Production ..	98.3%	90.2%	87.2%	95.5%	95.5%	96.0%	97.5%

Note:—These figures only show slaughter total of pigs from the single City Council Pig Abattoir. It is known that very large number of pigs are slaughtered outside the Abattoir of which no records are known; all these other pigs are produced on the island.

Table IV

ANNUAL AVERAGE RETAIL MARKET PRICES OF MEAT, POULTRY AND EGGS  
1951—1959

Article	Unit	1951	1952	1953	1954	1955	1956	1957	1958	1959
		\$ c.	\$ c.	\$ c.	\$ c.	\$ c.	\$ c.	\$ c.	\$ c.	\$ c.
<b>MEAT</b>										
Beef Steak ..	Kati	2 16	2 26	2 08	2 08	1 93	2 16	2 20	2 20	2 00
Fillet Steak ..	"	2 34	2 50	2 31	..	2 35	2 35	2 40	2 40	2 25
Mutton (local Goat) ..	Lb.	3 10	2 87	2 81	2 16	2 15	2 13	2 15	2 15	2 15
Mutton (Australiansheep) ..	"	..	1 40	1 45	1 45	1 35	1 32	1 50	1 50	1 45
Pork Lean ..	Kati	2 88	2 97	2 97	3 00	2 85	2 54	2 80	2 60	2 35
Pork Lean and fat (1st quality) ..	"	2 43	2 38	2 37	2 24	2 22	2 06	2 30	2 00	2 00
<b>POULTRY</b>										
Fowl (Cockerel) ..	"	2 14	2 18	2 01	1 81	1 80	1 54	1 50	1 83	1 60
Hen (Pullets) ..	"	2 64	2 78	2 75	..	2 02	2 10	2 00	2 25	2 10
<b>EGGS</b>										
Duck, fresh ..	per 10	1 52	1 54	1 51	1 37	1 13	1 14	1 10	1 12	1 20
Fowl, fresh ..	"	1 57	1 63	1 65	1 40	1 22	1 30	1 20	1 18	1 20

Table V

## AVERAGE MARKET PRICE OF FEEDING STUFFS 1952—1959

	1952	1953	1954	1955	1956	1957	1958	1959
Pigs	\$ per picul	\$ per picul	\$ per picul	\$ per picul	\$ per picul	\$ per picul	\$ per picul	\$ per picul
Broken Rice ..	21.75	21.04	15.83	16.74	14.29	16.16	16.81	13.38
Rice Bran ..	17.85	15.35	12.39	14.16	13.99	13.80	13.48	12.90
Maize ..	18.95	14.57	13.39	14.18	13.52	13.50	12.24	11.60
Tapioca Refuse ..	10.85	8.12	5.62	7.77	7.50	7.51	6.73	6.90
Copra Cake ..	17.76	17.13	14.22	15.71	15.55	13.53	14.35	16.70
Groundnut Cake ..	18.76	17.76	20.51	19.45	16.77	17.14	16.41	16.85

## TOURISM

The former Department of Tourism in the Ministry of Commerce and Industry was on 1st September, 1959 transferred to the Ministry of Culture.

The Tourist Section of this Ministry continued to produce tourist booklets, folders, posters, guide books and other literature. Distribution was world-wide. International contacts were maintained through membership of the Singapore Government in the Pacific Area Travel Association (PATA) and International Union of Official Travel Organisations (IUOTO). A selection of works by Singapore photographers was sent during the year to San Francisco for the Pacific Travel Photo Contest. With the co-operation of the Department of Statistics and the Department of Immigration, an assessment was made of the current intake of tourists to enable the Ministry to undertake a more realistic tourist promotion campaign, for which a budget of \$369,000 was voted in 1959. Regular contributions of news items and features were made by the Tourist Section to travel publications abroad. This Section also undertook liaison work on behalf of the International Airport Transport Association (IATA).

The Ministry established a centrally located Tourist Information Centre at Coleman Street where travellers and visitors may call for advice and assistance.

The Ministry encouraged the formation of the Singapore Tourist Association, consisting of commercial organisations connected with the tourist trade.

Daily enquiries from all parts of the world increased during the year and were attended to by the Tourist Section.

## FILM INDUSTRY

The cinema is one of the most popular forms of entertainment in Singapore and, to meet the ever increasing demands of the cinema-going public, seven new theatres were opened during the year. This brought the total number of licensed cinemas to 32 in addition to 42 licensed open-air cinemas.

The majority of the cinemas are air-conditioned and equipped with the most up-to-date apparatus for screening the latest types of films produced.

Three local production companies in Singapore produced 17 full length films in the Malay language, several of which were super-imposed locally with English subtitles, thereby giving them wider

audience appeal. Each Malay film produced has shown a technical improvement on its predecessor. Also there was a tendency to break away from the supernatural type of film in favour of historical themes.

During the year under review 80 per cent of imported films carried subtitles or were dubbed in the various vernacular languages to suit local audiences. Many Indian films carried subtitles in both Rumi and English. Hong Kong supplied most of the Chinese films that were exhibited in Singapore. There was a significant increase of Japanese films dubbed into Mandarin.

During the year under review a total of 1,767 films were submitted for censorship made up as follows:

## 35 MM FILMS

<i>Length</i>	<i>Country of Origin</i>	<i>No.</i>	<i>Language</i>
<b>Long Films</b> (over 5,400 ft.)	United Kingdom ...	69	English
"	United States of America	237	English
"	Hong Kong ...	80	Mandarin
"	Hong Kong ...	174	Cantonese
"	Hong Kong ...	72	Hokkien
"	Hong Kong ...	4	Teochew
"	Formosa ...	2	Hainanese
"	Formosa ...	6	Mandarin
"	Formosa ...	9	Hokkien
"	Communist China ...	10	Mandarin
"	Communist China ...	1	Teochew
"	India ...	72	Hindustani
"	India ...	66	Tamil
"	India ...	3	Malayalam
"	Singapore ...	17	Malay
"	France ...	13	English dialouge and subtitles
"	Italy ...	16	"
"	Other countries ...	53	
<b>Short Films</b> (under 5,400 ft.)	United Kingdom ...	55	English
"	United States of America	216	English
"	Other countries ...	100	
<b>Advertising filmlets</b>		300	

## 16 MM FILMS

<b>Long Films</b>	United States of America	4	English
<b>Long Films</b>	India ...	1	Tamil
<b>Short Films</b>	United States of America	11	English
<b>Advertising filmlets</b>		176	

# VIII

## CULTURAL AFFAIRS, INFORMATION AND PUBLICITY

**W**ITH THE achievement of full internal self-government in 1959, Government created the new Ministry of Culture in order to channel popular thinking and feeling along national lines and to re-organise the Information Services and the administration of mass media for the dissemination of information. In the Minister for Culture is vested the responsibility of formulating the policies needed to create a common Malayan culture and to keep the people informed of the broad aims and objectives of the Government.

The long term objectives of the Government which the Ministry of Culture had to interpret included the following:

- The creation of a sense of national identity.

- The elimination of communal divisions and attitudes.

- The propagation of democratic values, conducive to the ultimate creation of a more just society.

- The creation of a wide acceptance of the National Language.

- The propagation of an awareness of the ultimate objectives of complete independence through merger and of the ideals of a democratic socialist way of life.

In the creation of a common culture and a sense of national identity, the Ministry's biggest asset was of course the historical fact that the people had advanced by their own struggle towards internal self-government. This was a solid foundation.

But the achievement of self-government did not mean that a homogeneous society had already been created. It was not to be assumed that if a people achieved progress in the anti-colonial struggle and the social revolution, the communal problem in a multi-racial society would take care of itself.

The Ministry's task in this sphere was therefore to make a conscious and deliberate effort to help shape a Malayan culture.

Different chauvinistic attitudes and prejudices had to be taken into account. People of varied cultural groups who in the past had taken their inspiration from the history and cultural heritage of the countries from which they originally came had to be persuaded to forget their alien loyalties and seek a common identity, a common culture in the Malayan homeland.

The Ministry had also to combat colonial legacies—for instance, the artificial divisions between the English-educated and the Chinese-educated, whose attitudes had been different in the colonial context.

Another aspect of the Ministry's task was the continuing effort to win the minds of the people for the democratic ideal. Government had formulated the imaginative proposition that democracy must be much more than a mere exercise in the outward forms and trappings of the system. The mere exercise of the four freedoms and the counting of votes would not be sufficient. The democratic system must pave the way for the successful transformation of society towards a more just order.

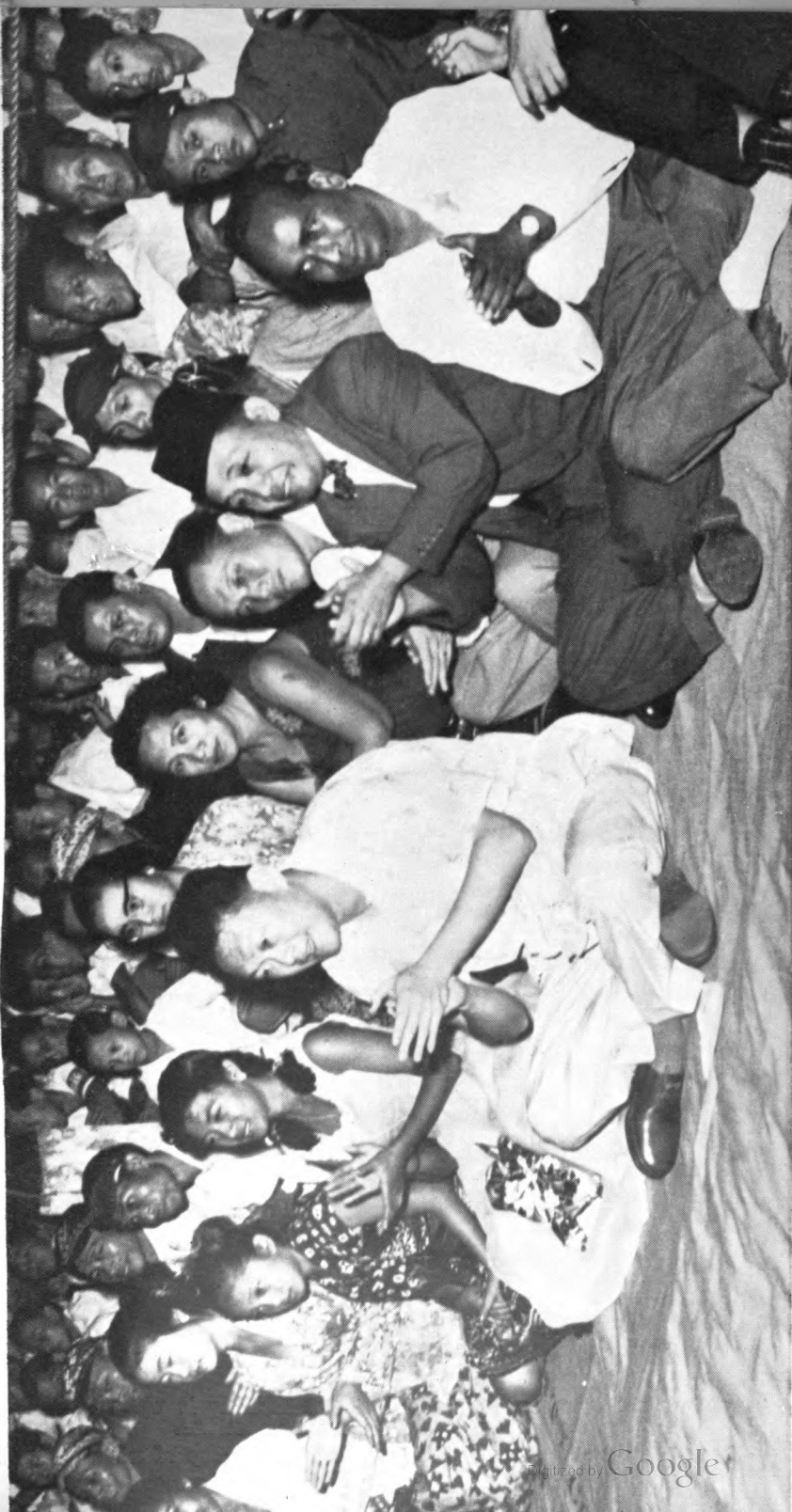
The Ministry's task was to interpret this to the people in terms of their everyday life so that they would be proof against the opportunists who advocate a more authoritarian way of life. The people's aspirations for ultimate independence had to be correctly understood and channelled along the most constructive and fruitful lines. The task of explaining the issues involved and carrying the people with the line of policy adopted by Government fell mainly to this Ministry.

In carrying out these major tasks of informing the people, the Ministry had at its disposal various mass media which were now reorganised and placed on a new footing. Multilingualism became the new method of communication, with the emphasis being placed on the National Language. Personal contact with the people was increased through intensified field work and cultural activities. Mutual understanding between different cultural groups was promoted by the reordering of the programme policies of Radio Singapore and by the regular organisation of Aneka Ragam Rakyat or People's Cultural Concerts.

The printed word was used on a more extensive scale. Popular participation in Government activities was encouraged by the formation of committees representative of organisations and associations.

The Ministry of Culture consists of seven divisions, each with a wide range of specialised duties:

1. Headquarters
2. News Division
3. Publicity Division
4. Broadcasting Division
5. Library Division
6. Museum Division
7. Printing Division



*Min. of Culture*

Aneka Ragam Ra'ayat (People's Open-Air Variety Concerts) were held throughout the Week in several parts of the Island. The picture shows the leader of the Indonesian Cultural Mission, Mr. Djoko Sanjoto (second from right, front row) enjoying an evening at the concert.



*Min. of Culture*

*Top*—A unique performance by the Singapore Ballet Academy in which one sees a ballet with a Malayan story, music and costume.

*Bottom*—Typical Chinese folk dance being performed by a group of school children.

## HEADQUARTERS

The headquarters directs and co-ordinates the activities of the Divisions and provides specialised service in Translation and Research.

The Translation Section of the Ministry of Culture is the central official translation pool of the Government. This Section monitors all Singapore daily newspapers in Malay, Chinese, Tamil, Malayalam and English.

An average of 260 demands for translations from Government departments were met every month. There has been a steady increase in official requests for translation. The section is also responsible for the preparation of the Singapore News Summary (a fortnightly review of the daily press), a daily Digest of the Non-English Press and a Weekly Digest of editorials appearing in the Non-English press. Two hundred and eighty-six copies of the Daily Digest were sent to Government departments and official public bodies.

The Research Section maintains a research library, periodicals and pamphlets, and a comprehensive press cutting service. About 80 per cent of the books in the library are on political science. The main function of this section is to supply information upon request within the shortest time possible. Inquiries are received in this section from Government departments, local and overseas residents.

The Research Section also supplies data for publication in local and overseas reference books and prepares other informative pamphlets covering a wide variety of subjects.

## NEWS DIVISION

The News Division is responsible for the distribution of news and the provision of facilities for the Singapore Press and the correspondents of the international news agencies, broadcasting and television services and of individual overseas newspapers. Press Conferences are arranged for Ministers or other Government officials or overseas visitors under official auspices.

From June the News Room of Radio Singapore and the Press Section of the former Department of Information Services were integrated to form the News Division. This Division prepares 28 bulletins for broadcast daily—5 in English, 4 in Malay, 3 in Tamil

and 16 in Chinese (Mandarin and 6 other Chinese dialects). In all, 4 hours of news bulletins are put on the air daily, the first at 7 a.m. and the last at 10.55 p.m. In addition to news bulletins, newstalks giving the background of the news of the day are also broadcast at an average of 3 newstalks a week in each of the four languages, making a total of nearly 600 newstalks for the year. Commentaries are also put out on Legislative Assembly meetings and the Staff of the News Division assist the Programmes Section of Radio Singapore in producing features.

The City Desk of the News Division is situated on the ground floor of the Government Offices in St. Andrew's Road and is open daily from 9 a.m. to 8 p.m. except on Sundays and holidays when it is open from 4 p.m. to 8 p.m.

#### PRESS

As an international news centre, Singapore has its own well-established press, good international and internal telecommunications links and good travel communications with the rest of South-East Asia. As a diplomatic and strategic centre in South-East Asia, it has the offices of the U.K. Commissioner-General for South-East Asia, headquarters of the three Armed Services, and many foreign consular posts. The number of overseas correspondents and television representatives 1959 was 26.

The following agencies have permanent representatives in Singapore: Reuter-Australian Association Press, United Press International, Associated Press (U.S.A.), Agence France Press, the Central News Agency of China, Kyodo News Service of Japan and the Pan-Asia News Agency.

The principal journals and radio organisations of the world are also represented by either full-time or part-time correspondents.

The law of the State requires printers and publishers to make a declaration before the Registrar of the Supreme Court concerning the commencement and cessation of publication of every newspaper and to supply three copies of each for the official archives. All newspapers have to be registered under the law. The Undesirable Publications Ordinance, 1938, was amended with effect from 21st October, 1955, to include publications printed unlawfully in the State and to provide for control of imported publications which are considered undesirable in the public interest.



*Top*—Malay candle dance.

*Min. of Culture*



*Bottom*—An item contributed by the Bhaskar's Academy of Dance depicting the eventual integration of Malay, Chinese and Indian cultures into a unified Malayan culture.



The Trumpet player by Lee Tuck Soon.

## IMPORTED PUBLICATIONS

During the year under review publications imported by sea, air and post were examined on arrival, and those which were found to be prejudicial under the Undesirable Publications Ordinance were refused entry.

In general, publications which were refused entry were detained. In the latter part of the year, it was found necessary in compliance with the Government's efforts to stamp out "yellow" literature, to publish in the *Gazette* an order prohibiting the sale or circulation of 23 tabloid papers and 13 magazines published abroad, which had already been on sale in Singapore.

During the year 64,589 publications totalling 31,237,118 copies and 6,935 kinds of gramophone records totalling 289,397 pieces imported in bulk by sea and air were examined and out of these 793 publications representing 397,887 copies and 130 kinds of gramophone records representing 2,498 pieces were disallowed entry into the State.

## LOCAL PUBLICATIONS

The following local publications for which permits were issued under the Printing Presses Ordinance were published during the year:

NEWSPAPERS (DAILY)			
In Malay	...	...	2
In Chinese	...	...	3
In Tamil	...	...	1
In English	...	...	3
JOURNALS AND MAGAZINES			
In Malay	...	...	31
In Chinese	...	...	110
In Tamil	...	...	25
In English	...	...	198
Others	...	...	4

The English dailies were the *Straits Times* and the *Singapore Standard* (morning) and the *Singapore Free Press* (afternoon). The *Standard* ceased publication during the year.

The three Chinese dailies are the *Nanyang Siang Pau*, the *Sin Chew Jit Poh*, and the *Nanfang Evening Post*.

There is one Malay daily newspaper—the *Berita Harian*; one Tamil daily—the *Tamil Murasu*; and one Malayalam daily—the *Kerala Bandhu*.

The one bi-weekly paper—the *Min Pao* is published in Chinese. Of the five Sunday papers—the *Sunday Times* and *Sunday Mail* are published in English; the *Nanyang Siang Pau* Sunday Edition and the *Sin Chew Jit Poh* Sunday Edition are published in Chinese; and the *Berita Minggu* published in Malay.

Besides, there are also three journals published by political parties in Singapore. They are the *Petir* of the People's Action Party, published in Chinese once every fortnight, and in Malay, English and Tamil once every month; the *People of the Singapore People's Alliance* published monthly in Chinese, Malay, English and Tamil; and the Party Rakyat's *The Voice of the People*, printed monthly in Malay-Chinese.

#### BROADCASTING DIVISION

On 4th January, 1959, Radio Malaya ceased to exist as a pan-Malayan department and what had until then been its headquarters became a separate organisation known as Radio Singapore. With the birth of the new station serving the State of Singapore, the motto "From Many Cultures—One Voice" (*Aneka Budaya Tunggal Suara*) was proclaimed and it was this aim and this ideal that has inspired the work of this Division.

For several years the State has had by far the highest density of listeners in South-East Asia representing approximately seven listeners per licence and by December the number of household licences had risen to over 120,000, a growth of over more than 40 per cent in twelve months. It was estimated that well over 70 per cent of the population tuned daily to the broadcasts of Radio Singapore.

This encouraging response was clearly due in part to better inspection which resulted in less evasion of licence duty, but it certainly reflected also public appreciation of many of the new programmes introduced during the latter half of the year when the Ministry of Culture assumed control of Broadcasting.

#### *Programmes*

All four language programmes changed in character then and from the reaction of listeners a widespread appreciation of a new Malayan spirit in the programmes was noted at once.

The Chinese Service in particular widened its appeal. The other three Services, too, introduced many new programmes of a Malayan character. With the advent of the new Government the relations

between the Ministries and the listening audience became more intimate and the latter's reaction to this was clearly reflected in the response to the four-language weekly programme "Question Time" in which personal problems were put to the Government by the general public and answered on the air.

Another example of the more intimate association of Broadcasting with the people was the big increase in the number of public shows, some of which raised money for charity. Apart from putting on its own variety performances, Radio Singapore staff, both programme and technical, assisted in the launching of the new public entertainment shows, "Aneka Ragam Rakyat".

Radio Singapore broadcasts in four languages—Malay, Chinese (Mandarin, Cantonese, Amoy, Teochew, Hakka, Hainan and Foo-chow), English and Tamil. Its programmes are on the air with short breaks from 6.30 in the morning until 11.00 at night. One transmitter carries Chinese programmes, another carries English programmes and the third transmitter is shared by Malay and Tamil programmes. In addition to its normal programmes Radio Singapore broadcasts special programmes in four languages for schools in Singapore and the Federation of Malaya.

The hours of broadcasting (excluding broadcasts to schools) in 1959 for each section were: Malay 49½; Chinese 82½; English 76½; Tamil 41. Programmes of a wide variety were broadcast during the year including talks, features, drama, variety, outside broadcasts, sport, religious programmes, story-telling, adult education projects, discussions, specialised programmes for rural listeners, women, children and youth, classical and light music and programmes for special events.

### *School Broadcasts*

Progress has been hampered by lack of receivers in schools and not all schools made full use of these broadcasts. With the advent of the new government a committee on schools broadcasting was appointed; this committee had its first meeting in December. Altogether there are about 2,600 "listening" schools in Singapore and the Federation. By "listening" is meant those schools who have asked for teachers' notes. They may or may not listen. The breakdown of listening schools between Singapore (S) and the Federation (F) is: Malay 36 (S), 866 (F); Chinese 99 (S), 519 (F), English 281 (S), 326 (F). Subjects handled include Civics, General Knowledge, English, Geography, Current Affairs, Malay, Malayan History: "Music and Movement", and Stories.

*Adult Education.*

One Radio Adult Education course was held during the year jointly sponsored by the Singapore Council for Adult Education, the Federation Adult Education Association, the University of Malaya, Radio Malaya and Radio Singapore. The course, on the Economy of Malaya, was given in Malay and 3,258 students from all over the Federation and Singapore enrolled. This was more than six times the number for any previous course. After the course was over, fifty radio students attended a national seminar in Kuala Lumpur organised by the Pan-Malayan Committee for Radio Courses.

*Radio Orchestra*

The Radio Orchestra is composed of a nucleus of staff musicians who are augmented by contract artists. The combinations include Tiga Sekawan, The Malayanaïres, Studio Orkest Rayuan Sukma, the Chinese Malayanaïres, Musica Viva Ensemble, Radio Singapore String Orchestra, Dupa Kenchana, Four with a Hammond and the Singapore Six. The Orchestra plays Asian and Western music and has won an increasing reputation for itself during the last three years.

*Events of the Year*

Climax of the year came with the Legislative Assembly elections which preceded Singapore's attainment of full self-government. Over one hundred party political broadcasts including party political forums were given in all languages. When the new Government took office a greater emphasis was immediately placed on programmes which would build a Malayan consciousness and help the different communities to become integrated in a common nationality. For many years broadcasting had been directed towards breaking down communal barriers, but even greater efforts were made after June to "Malayanise" programmes as much as language difficulties would allow. During Loyalty Week in December, Radio Singapore built all its programmes round the theme of national loyalty and prepared special features, plays, talks and discussions in addition to a large number of outside broadcasts reflecting the national celebrations.

*Programme Exchange*

During the year Radio Singapore broadcast programmes from radio organisations in India, Indonesia, Australia, New Zealand,

Britain, Canada, the U.S.A., Thailand, Vietnam, France, the Netherlands, Germany, Hong Kong, Sarawak and the Federation of Malaya. Relations with the Federation of Malaya remained close and harmonious and an exchange of programmes in all languages was carried out to the benefit of both countries. Radio Malaya still takes considerably more from Singapore than Singapore receives from them and in return for this and other specific services the Government of the Federation of Malaya contributed a sum of \$1,500,000 to the State for 1959. Close and regular liaison with all sections of Radio Malaya was maintained and planning meetings were held at regular intervals. The Special News Service is one of Radio Singapore's sections that continued to serve both countries for the whole year; this section produces a daily monitoring digest for subscribers on both sides of the Causeway.

No major technical improvements were undertaken during 1959, but the high standard of technical quality was nevertheless well maintained and Singapore could still boast standards higher in many important respects than those of any other radio station in the region. A number of improvements were effected at the Jurong transmitter station. A very weighty schedule of outside broadcasting commitments was successfully undertaken. At one point the assistance of the Australian Government was sought to provide the necessary equipment to meet the programme requirements and, as happened before, this aid was rapidly given. Technical planning for the projected new Commercial Service was begun and research was undertaken into special equipment and studio facilities for this purpose. The audio frequency range of Radio Singapore transmissions is between 50 and 15,000 cycles per second. The nine studios of Radio Singapore were in use for approximately 30,000 hours during the year and the breakdown record was excellent. The Jurong transmitter station of Radio Singapore continued to provide a three-channel short-wave service for the Federation of Malaya and also gave technical advice to Radio Malaya when this was asked for.

### *The Way Ahead*

Radio Singapore is the largest publicity medium in the State operating a full-time service in all four languages. During the year it received nearly 400,000 letters from listeners and broadcast about 28,000 programmes equivalent to 13,700 hours on the air. Owing to the increase in revenue from wireless licences and to the continued

contribution from the Federation of Malaya, Radio Singapore, in spite of its numerous educational and information services, cost the taxpayer nothing.

#### REDIFFUSION

Wired broadcasting is carried out by Rediffusion Ltd., a company which has operated under Government franchise since 1949. Programmes are distributed from the Company's studios to a number of sub-stations over lines rented from the Telephone Board. From there, further distribution is carried by more than 1,500 miles of wire laid by the Company to the loudspeakers of individual subscribers. The monthly rental for the Service, consisting of a loudspeaker and two-position selection switch, is \$5. On 31st December, 1959, there were 42,244 loudspeakers on service. During 1959 the service of Rediffusion Ltd. was extended to Serangoon Garden Estate, and the new Singapore Improvement Trust Estate at St. Michaels.

Subscribers are able to select one of the two programmes, the Gold or the Silver. The Gold Network broadcasts entirely in Chinese, and the Silver Network broadcasts in English, Malay, and two of the main Chinese dialects. The English and Chinese programmes consist of about 60 per cent and 40 per cent respectively of musical recordings, many "Live Broadcasts" from the Company's studios, outside broadcasts, transcribed programmes, and relays from Radio Singapore, including their main news broadcasts in all languages and dialects. Many of the programmes are sponsored by local and international advertisers.

#### REDIFFUSION PROGRAMMES

			<i>Hours per week</i>
English	...	...	70
Chinese—			
Mandarin	...	...	} 152
Hokkien	...	...	
Cantonese	...	...	
Teochew	...	...	
Foochow	...	...	
Hainanese	...	...	
Hakka	...	...	
Shanghai	...	...	
Heng Hwa	...	...	
Khek	...	...	
Malay	...	...	11
		<b>Total</b>	<b>233</b>

## PUBLICITY DIVISION

The Publicity Services of the former Department of Information Services were grouped together in one division of the Ministry and were responsible for informing the people of the aims, objectives, policies and programmes of the Government, and securing as much as possible, mass participation in these tasks. All matters connected with Tourism are handled by this Division and a brief account is to be found in Chapter VII.

For this purpose, the Publicity Division had at its disposal the following media :

The Field Section with its public address vans and film units; the Community Listening Sets; posters and pamphlets for mass distribution; the direct mailing of publicity material to individuals, associations and groups; the Film Production Section; exhibitions and sponsored tours; photographs; speeches of Ministers at public meetings; and the Cultural Affairs Section with its Aneka Ragam Rakyat, etc.

This Division provided specialised services and teams of advisers in the field of publicity to all Ministries as the need arose, e.g. the campaign for blood donors, the literacy drive, the reforms in labour legislation, the status of women, and so forth. Publicity was also directed at special groups for specific purposes like the foreign investor, the national business community, and the tourist.

*Production*

The Publicity Division through its Production Section was responsible for the preparation and production of publicity material of various types—booklets, pamphlets, leaflets, folders, posters, wallsheets, emblems, cinema slides, banners, maps, stamp-stickers, postal franking, etc. They were produced in the four languages, usually on a mass scale both for the Ministry of Culture and for other Ministries of the Government. These were used both in relation to long-term publicity objectives of the Government and for the immediate purposes of short-term campaigns.

The Production Section also did all the art work required by the various Ministries and undertook Press advertising on behalf of all Government Departments. The Section was also responsible for the widest distribution of all publicity material. In the second half of 1959, a total of 2,451,324 units were distributed.

The Art Studio produced 309 items of art work during the second half of the year, including a design of the Singapore State Flag and Crest.

### *Exhibition*

Exhibitions were organised by this Ministry on all national occasions to demonstrate to the people how a democratic government works after it has derived its authority from the people.

The Exhibition Section of the Ministry was also associated with every campaign launched by other Ministries of the Government.

### *Field Work*

The Field Section of this division maintained daily contact with the masses to explain to them by the exhibition of films and by public address the objectives, policies and programmes of the Government. Three or four units were at work every evening throughout the year and audiences totalling 171,000 were reached at the film shows during the second half of the year.

The Field Section also undertook personal distribution of publicity material produced by the Ministry.

This Section was responsible for the physical organisation of all meetings sponsored by the Government and for public address arrangements at all Government functions. It provided interpreters in the main languages and dialects. It also participated by providing announcers and public address vans, in campaigns launched by the various Ministries.

This Section performed a vital function in reaching the masses with the spoken word and the visual medium of the film. The Field Officers of the Section also registered complaints and suggestions made by members of the public at the film shows. These complaints and suggestions were compiled and passed on to the various Ministries of the Government for consideration and action.

The Field Section was also responsible for the management of the 193 Community Listening Sets installed in the rural areas of the State and the neighbouring islands.

### *Fine Arts*

The Ministry undertook a programme during the year to foster the evolution of a Malayan culture out of the varied heritage of our people. One of the Ministry's efforts was to organise the Aneka Ragam Rakyat or open air variety concerts at which the art forms of the various cultures can inter-act and new art forms emerge reflecting a truly Malayan culture. These people's concerts were held on national and special occasions at the City Hall Steps and fortnightly at different parts of the city and the rural areas. Thousands of artists participated and the audiences totalled some 320,000.

So great has been the popular response to these programmes of cultural activity that during the National Loyalty Week in December 1959, there were more than 200 cultural performances staged all over Singapore. Of these only four were officially organised by the Ministry.

To foster and perpetuate this cultural activity, the Minister for Culture during National Loyalty Week launched the National Theatre Fund to build a million dollar open-air theatre to accommodate a large number of people.

The Ministry has also launched a four-year programme to build regional open air theatres all over Singapore. Most of the work on the first of these, the Hong Lim Green Open Air Theatre and Park, was completed by the end of 1959.

### *Films and photography*

The film, "Forward with the People" was produced in four languages by this Ministry for screening during National Loyalty Week. Plans have been drawn up for the regular production of a series of Government information films in 1960. The Film Section of this Division maintains a Film Library from which schools, organisations and community centres can obtain films on loan.

Photographers of the Ministry covered the main news events of the year and keep a photographic record of the Government's activities. These photographs are supplied to the Press and to local and overseas organisations on request. Over 9,000 negatives were exposed and 71,200 photographs printed. The exhibition Section maintained 75 photo-boxes in various parts of the State where photographs were displayed.

### FILM CENSORSHIP

The Board of Film Censors is a Pan-Malayan body with its headquarters in Singapore. It censors all films for public exhibition and every item of publicity appertaining to films. There are, however, separate Committees of Appeal for Singapore and the Federation of Malaya.

Every cinematograph film and film trailer submitted for censorship is judged on its own merit. Any visual action or passage of dialogue that may offend the susceptibilities of the normal cinema-going public, especially scenes of violence, excessive brutality, horror, provocative emphasis on sex, or sequences condoning anti-social behaviour or calculated to inflame religious feelings, are

either deleted or moderated before a film is passed for general exhibition. To ensure this, all advertisements, newsreels, technical films and comedy shorts receive the same careful scrutiny as feature films.

Under a directive agreed to by the Federation of Malaya, the Board carried out the policy since July 1959 to prohibit the exhibition of all films the primary intent of which is the glorification or justification of colonialism or which are calculated to bring Asians and so-called coloured people generally into contempt, ridicule and hatred.

All films must bear a censorship certificate, or mark of approval before release for public exhibition. Similarly every photograph, picture, press book or poster advertising any film must be submitted to the Board for approval and bear a mark showing clearly that the items have been passed for exhibition to the public.

#### RAFFLES NATIONAL LIBRARY

Raffles Library was formed in 1844 but was known as the Singapore Library until 1874. It remained a subscription library until 1957 when the Raffles National Library Ordinance was passed. This provided for the management of the Library under the name Raffles National Library and for an island-wide library and bibliographical service.

The Raffles National Library and the Raffles Museum were transferred from the jurisdiction of the Ministry of Education to that of the Ministry of Culture when the new Government took office.

The total issues of the Library increased from 505,415 in 1958 to 654,176 in 1959, an increase of 148,761 (about 30 per cent). The issues for school children rose from 251,066 in 1958 to 389,251 in 1959, an increase of 138,185 (55 per cent). The ratio of fiction to non-fiction read by children was 3:1 and by adults 2:1. The standard of reading has risen when compared with that in 1951 in which year the ratio of fiction to non-fiction read by children was 9:1 and by adults 4:1.

#### *Membership*

Membership also has increased very rapidly ever since the library became free in April 1958. There was an increase in membership in 1959 of 11,228. The total membership of the Library including its four branches at Siglap, Serangoon, Joo Chiat and Yio Chu Kang was 31,193. Junior membership alone for the whole system

was 21,393 while adult membership was 9,800. This augurs well for the future of the Library service as it is these young people that will be the reading public of tomorrow. Consequently, it is this aspect of library service on which emphasis is being placed.

Malay, Chinese and Tamil books were well used as has already been mentioned above. The issue of non-English books totalled 22,635. Of these 41,061 were children's issues and 8,574 adult issues. Issues of Chinese books outnumbered those of Malay and Tamil. 5,002 Chinese books, 654 Malay and 2,918 Tamil books were issued to adults and 12,724 Chinese, 495 Malay and 842 Tamil books were issued to children in Central and branch libraries.

### *Reading Tastes*

More fiction was read than non-fiction and for a public library this is bound to be so, although the reverse is greatly to be desired. As for fiction, mystery is by far the most popular besides Westerns and historical novels. As for non-fiction the social sciences rank first in popularity, followed by technical books, history and biographies, and books on art and science.

### *Addition to Stock*

Altogether 23,705 books were purchased in 1959. Of this number 4,468 were in Malay, Chinese and Tamil. More non-English books were purchased this year than last year: Books added to stock numbered Chinese 2,041, Malay 823 and Tamil 1,604. Of the remainder, 11,959 were books for children and 7,278 for adults. The class of adult books to which most additions were made included 622 volumes on useful arts, 533 on literature, 518 on Fine Arts, 453 on Pure Science and 451 on History. Of the 7,278 volumes added to the adult library, 3,365 were fiction.

### *Reference and Information Service*

The Reference and Information Service was well used. People came with enquiries of various sorts either personally, by telephone or by post. Directories, encyclopædias, biographical works, trade and other directories, books about societies, law books, university calendars, syllabuses and prospectuses, books about careers and training for various professions are frequently in demand for consultation by students and the general public. Post graduates and students of the University of Malaya and the Nanyang University and Higher School Certificate students made great use of the

archives material and Malaysia collections. Quite a great deal of the enquiries were on the natural history of Malaya, Malayan history, description and travels, local customs and guide books. An average of 25 to 30 personal enquiries are dealt with daily.

### *Music Library*

Since Singapore has become more music conscious the growing collection in the library of vocal and instrumental sheet music, vocal scores of cantatas, oratorios and operas including orchestral and miniature scores has been greatly made use of. Music students taking music examinations in theory of music find text books and reference books in music of great help to them.

### *Exhibition*

A Boys' and Girls' Week was held from 26th October to 1st November, 1959 when attractive children's books comprising fiction, reference books and magazines in Chinese, Malay and English were exhibited.

During the National Loyalty Week Exhibition held at the Victoria Memorial Hall, the library displayed attractive book jackets, photographs of the four branch libraries and a model of the new Raffles National Library building. The main emphasis was on Malay, Chinese and Tamil books and as a result more Malays, Chinese and Tamils are now making use of the library.

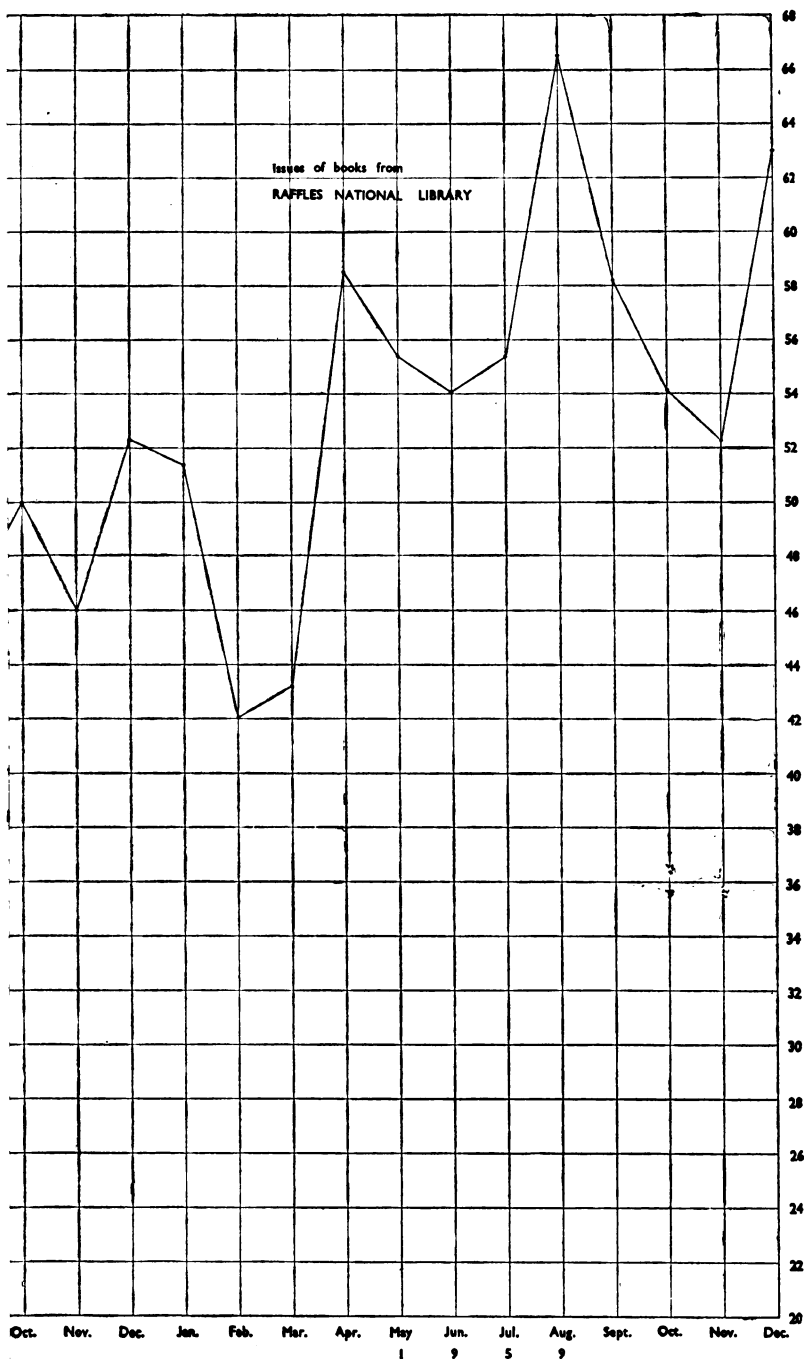
### *New Building*

Work on the new Raffles National Library building has made steady progress and it is hoped to move into the new building in 1960.

#### RAFFLES NATIONAL LIBRARY

		NUMBER OF MEMBERS			
		1956	1957	1958	1959
Adult	...	3,707	4,186	7,408	9,800
Junior	...	3,469	4,442	12,557	21,393
Total	...	<u>7,356</u>	<u>8,628</u>	<u>19,965</u>	<u>31,193</u>

		NUMBER OF BOOKS BORROWED BY MEMBERS			
		1956	1957	1958	1959
Adult	...	174,785	198,574	254,349	264,925
Junior	...	109,584	140,404	251,066	389,251
Total	...	<u>284,369</u>	<u>338,978</u>	<u>505,415</u>	<u>654,176</u>



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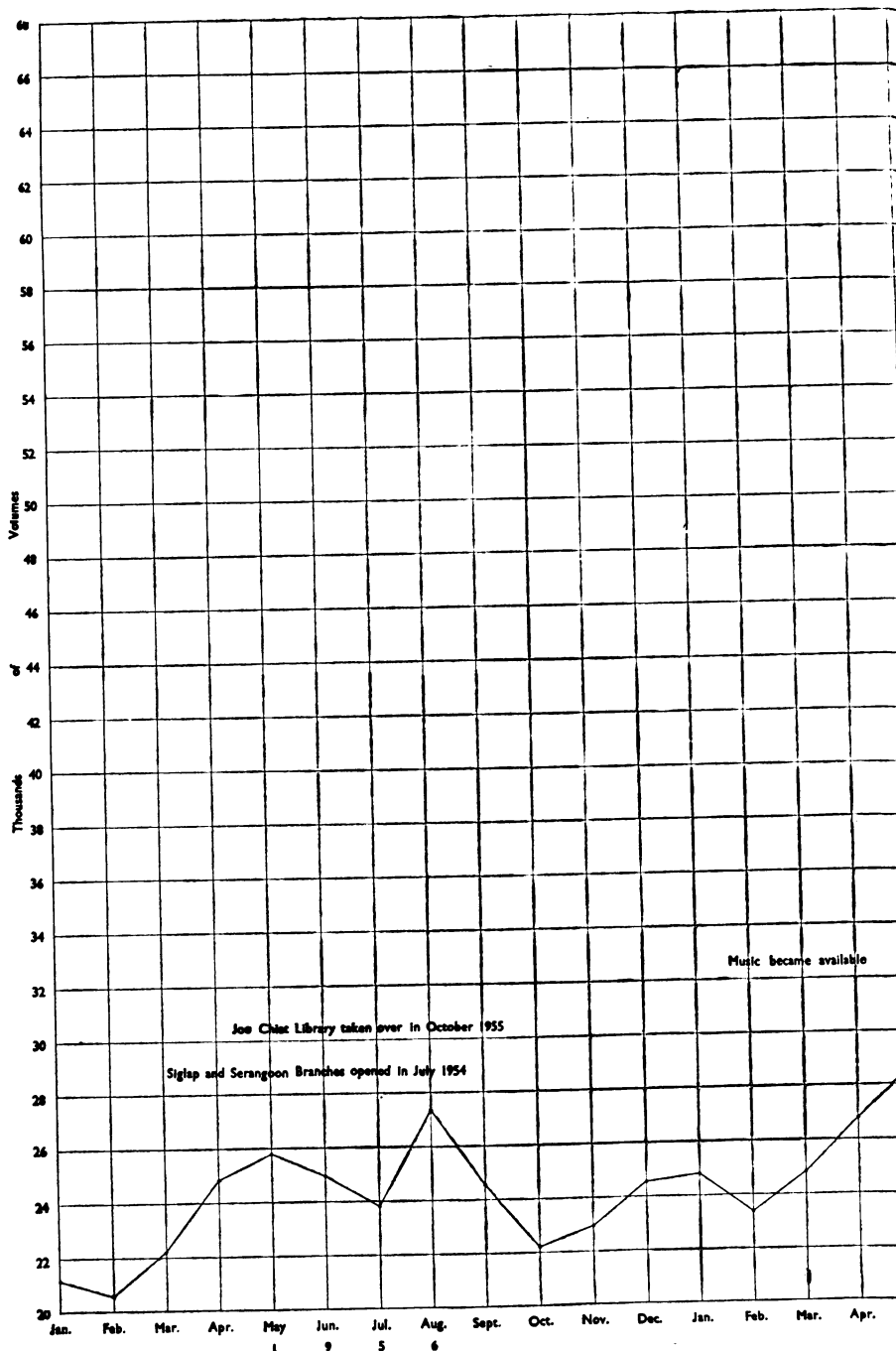
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### *Exhibition*

Exhibitions were organised by this Ministry on all national occasions to demonstrate to the people how a democratic government works after it has derived its authority from the people.

The Exhibition Section of the Ministry was also associated with every campaign launched by other Ministries of the Government.

### *Field Work*

The Field Section of this division maintained daily contact with the masses to explain to them by the exhibition of films and by public address the objectives, policies and programmes of the Government. Three or four units were at work every evening throughout the year and audiences totalling 171,000 were reached at the film shows during the second half of the year.

The Field Section also undertook personal distribution of publicity material produced by the Ministry.

This Section was responsible for the physical organisation of all meetings sponsored by the Government and for public address arrangements at all Government functions. It provided interpreters in the main languages and dialects. It also participated by providing announcers and public address vans, in campaigns launched by the various Ministries.

This Section performed a vital function in reaching the masses with the spoken word and the visual medium of the film. The Field Officers of the Section also registered complaints and suggestions made by members of the public at the film shows. These complaints and suggestions were compiled and passed on to the various Ministries of the Government for consideration and action.

The Field Section was also responsible for the management of the 193 Community Listening Sets installed in the rural areas of the State and the neighbouring islands.

### *Fine Arts*

The Ministry undertook a programme during the year to foster the evolution of a Malayan culture out of the varied heritage of our people. One of the Ministry's efforts was to organise the Aneka Ragam Rakyat or open air variety concerts at which the art forms of the various cultures can inter-act and new art forms emerge reflecting a truly Malayan culture. These people's concerts were held on national and special occasions at the City Hall Steps and fortnightly at different parts of the city and the rural areas. Thousands of artists participated and the audiences totalled some 320,000.

So great has been the popular response to these programmes of cultural activity that during the National Loyalty Week in December 1959, there were more than 200 cultural performances staged all over Singapore. Of these only four were officially organised by the Ministry.

To foster and perpetuate this cultural activity, the Minister for Culture during National Loyalty Week launched the National Theatre Fund to build a million dollar open-air theatre to accommodate a large number of people.

The Ministry has also launched a four-year programme to build regional open air theatres all over Singapore. Most of the work on the first of these, the Hong Lim Green Open Air Theatre and Park, was completed by the end of 1959.

### *Films and photography*

The film, "Forward with the People" was produced in four languages by this Ministry for screening during National Loyalty Week. Plans have been drawn up for the regular production of a series of Government information films in 1960. The Film Section of this Division maintains a Film Library from which schools, organisations and community centres can obtain films on loan.

Photographers of the Ministry covered the main news events of the year and keep a photographic record of the Government's activities. These photographs are supplied to the Press and to local and overseas organisations on request. Over 9,000 negatives were exposed and 71,200 photographs printed. The exhibition Section maintained 75 photo-boxes in various parts of the State where photographs were displayed.

### FILM CENSORSHIP

The Board of Film Censors is a Pan-Malayan body with its headquarters in Singapore. It censors all films for public exhibition and every item of publicity appertaining to films. There are, however, separate Committees of Appeal for Singapore and the Federation of Malaya.

Every cinematograph film and film trailer submitted for censorship is judged on its own merit. Any visual action or passage of dialogue that may offend the susceptibilities of the normal cinema-going public, especially scenes of violence, excessive brutality, horror, provocative emphasis on sex, or sequences condoning anti-social behaviour or calculated to inflame religious feelings, are

either deleted or moderated before a film is passed for general exhibition. To ensure this, all advertisements, newsreels, technical films and comedy shorts receive the same careful scrutiny as feature films.

Under a directive agreed to by the Federation of Malaya, the Board carried out the policy since July 1959 to prohibit the exhibition of all films the primary intent of which is the glorification or justification of colonialism or which are calculated to bring Asians and so-called coloured people generally into contempt, ridicule and hatred.

All films must bear a censorship certificate, or mark of approval before release for public exhibition. Similarly every photograph, picture, press book or poster advertising any film must be submitted to the Board for approval and bear a mark showing clearly that the items have been passed for exhibition to the public.

#### RAFFLES NATIONAL LIBRARY

Raffles Library was formed in 1844 but was known as the Singapore Library until 1874. It remained a subscription library until 1957 when the Raffles National Library Ordinance was passed. This provided for the management of the Library under the name Raffles National Library and for an island-wide library and bibliographical service.

The Raffles National Library and the Raffles Museum were transferred from the jurisdiction of the Ministry of Education to that of the Ministry of Culture when the new Government took office.

The total issues of the Library increased from 505,415 in 1958 to 654,176 in 1959, an increase of 148,761 (about 30 per cent). The issues for school children rose from 251,066 in 1958 to 389,251 in 1959, an increase of 138,185 (55 per cent). The ratio of fiction to non-fiction read by children was 3:1 and by adults 2:1. The standard of reading has risen when compared with that in 1951 in which year the ratio of fiction to non-fiction read by children was 9:1 and by adults 4:1.

#### *Membership*

Membership also has increased very rapidly ever since the library became free in April 1958. There was an increase in membership in 1959 of 11,228. The total membership of the Library including its four branches at Siglap, Serangoon, Joo Chiat and Yio Chu Kang was 31,193. Junior membership alone for the whole system

was 21,393 while adult membership was 9,800. This augurs well for the future of the Library service as it is these young people that will be the reading public of tomorrow. Consequently, it is this aspect of library service on which emphasis is being placed.

Malay, Chinese and Tamil books were well used as has already been mentioned above. The issue of non-English books totalled 22,635. Of these 41,061 were children's issues and 8,574 adult issues. Issues of Chinese books outnumbered those of Malay and Tamil. 5,002 Chinese books, 654 Malay and 2,918 Tamil books were issued to adults and 12,724 Chinese, 495 Malay and 842 Tamil books were issued to children in Central and branch libraries.

### *Reading Tastes*

More fiction was read than non-fiction and for a public library this is bound to be so, although the reverse is greatly to be desired. As for fiction, mystery is by far the most popular besides Westerns and historical novels. As for non-fiction the social sciences rank first in popularity, followed by technical books, history and biographies, and books on art and science.

### *Addition to Stock*

Altogether 23,705 books were purchased in 1959. Of this number 4,468 were in Malay, Chinese and Tamil. More non-English books were purchased this year than last year: Books added to stock numbered Chinese 2,041, Malay 823 and Tamil 1,604. Of the remainder, 11,959 were books for children and 7,278 for adults. The class of adult books to which most additions were made included 622 volumes on useful arts, 533 on literature, 518 on Fine Arts, 453 on Pure Science and 451 on History. Of the 7,278 volumes added to the adult library, 3,365 were fiction.

### *Reference and Information Service*

The Reference and Information Service was well used. People came with enquiries of various sorts either personally, by telephone or by post. Directories, encyclopaedias, biographical works, trade and other directories, books about societies, law books, university calendars, syllabuses and prospectuses, books about careers and training for various professions are frequently in demand for consultation by students and the general public. Post graduates and students of the University of Malaya and the Nanyang University and Higher School Certificate students made great use of the

archives material and Malaysia collections. Quite a great deal of the enquiries were on the natural history of Malaya, Malayan history, description and travels, local customs and guide books. An average of 25 to 30 personal enquiries are dealt with daily.

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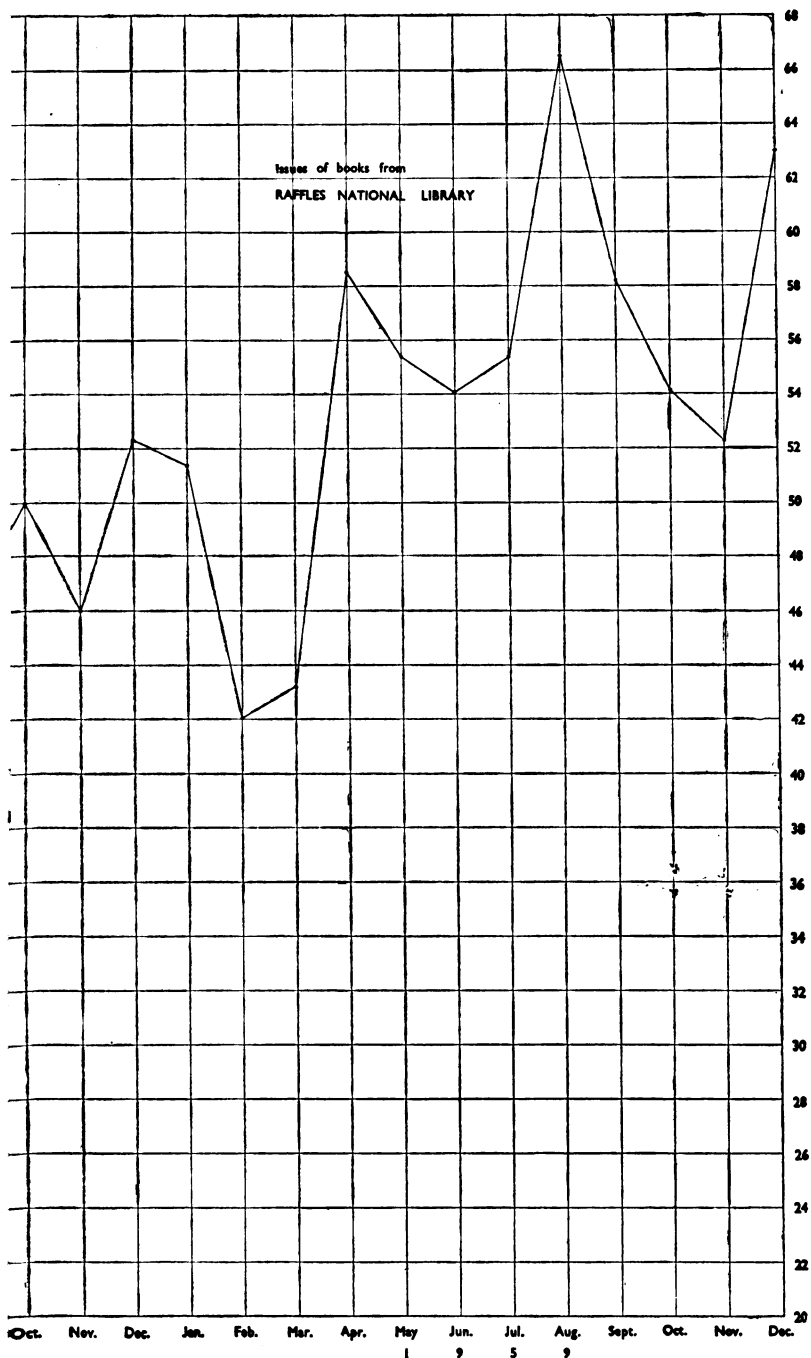
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Apart from the foregoing recurrent work, this Division printed during the year scientific and illustrated works such as *Bulletins of the Botanic Gardens*, the Raffles Museum, and the *Malayan Orchid Hybrids* and the *Malaya*, not to mention publicity materials such as posters, pamphlets and booklets for exhibition to encourage the study of the National Language and also to commemorate occasions of national importance like Loyalty Week, etc.

During the year production continued at a high level and 353 tons of paper were used, an increase of 71 tons on the 1958 consumption.

A stand at the National Loyalty Week exhibition displayed the progressive stages of printing the State Crest in five workings. The blocks for the work were made in Singapore and the special lines of ink were also made in Singapore and are now marketed as a set under the name "Crest Series".

# IX

## EDUCATION

**T**HE ADVENT of the newly elected Government in June 1959 brought about a vigorous change in the Education Policy of the State of Singapore. The most notable feature of which has been the emphasis on a common Malayan consciousness for the four language-streams of Education.

This Education Policy is based on three main principles:

- (a) equality of treatment for the four language-streams—English, Chinese, Malay and Tamil in the order of the numbers now in schools;
- (b) the acceptance of Malay as the National Language of the State, and
- (c) the revision of the curriculum to emphasise practical subjects, like mathematics and science, to meet the needs of an industrialised society and to encourage the study of the languages of the State.

The ultimate aim of these principles is to lead to a fusion of the four streams into one integrated whole where the rich cultural heritages of each will combine and expand into a nation with a common heritage and a single loyalty.

### PRIMARY AND SECONDARY EDUCATION

In keeping with this policy the Government introduced the six-day school week to keep in line with the Chinese stream so as to allow for a longer period of instruction to meet the added emphasis in the study of local languages, mathematics and science.

The number of pupils attending schools increased by more than 28,000 during the year and of this increase nearly 22,000 was in the primary school enrolment.

Out of a total population of 318,000 children born between the years 1946 and 1952 who should be in primary schools, only 226,000 are in fact attending schools. The problem of providing free primary education for all children of primary school age is formidable. There is firstly the question of finance, secondly the provision of school buildings in overcrowded areas where they are

most needed and where *ipso facto* there is a paucity of suitable sites, and thirdly the training of sufficient teachers to meet the needs of expansion. However the problem is being tackled with vigour and imagination.

Table I

## ENROLMENT IN SCHOOLS, 1957-1959

Schools	No. of Pupils 1957	No. of Pupils 1958	No. of Pupils 1959
1. Kindergarten and Infant Schools ...	4,139	5,652	5,629
2. Primary Schools ...	220,732	244,909	266,625
3. Secondary Schools ...	37,385	42,308	48,723
Total ...	262,256	292,869	320,977

More than 140,000 of the total number of about 321,000 pupils or 44 per cent attend Government schools. Most of the Government schools use English as the medium of instruction. All Malay-medium schools are also Government schools. Most of the Chinese medium schools are Government-aided. Altogether 211,955 out of the 320,977 pupils in schools received free education in 1959.

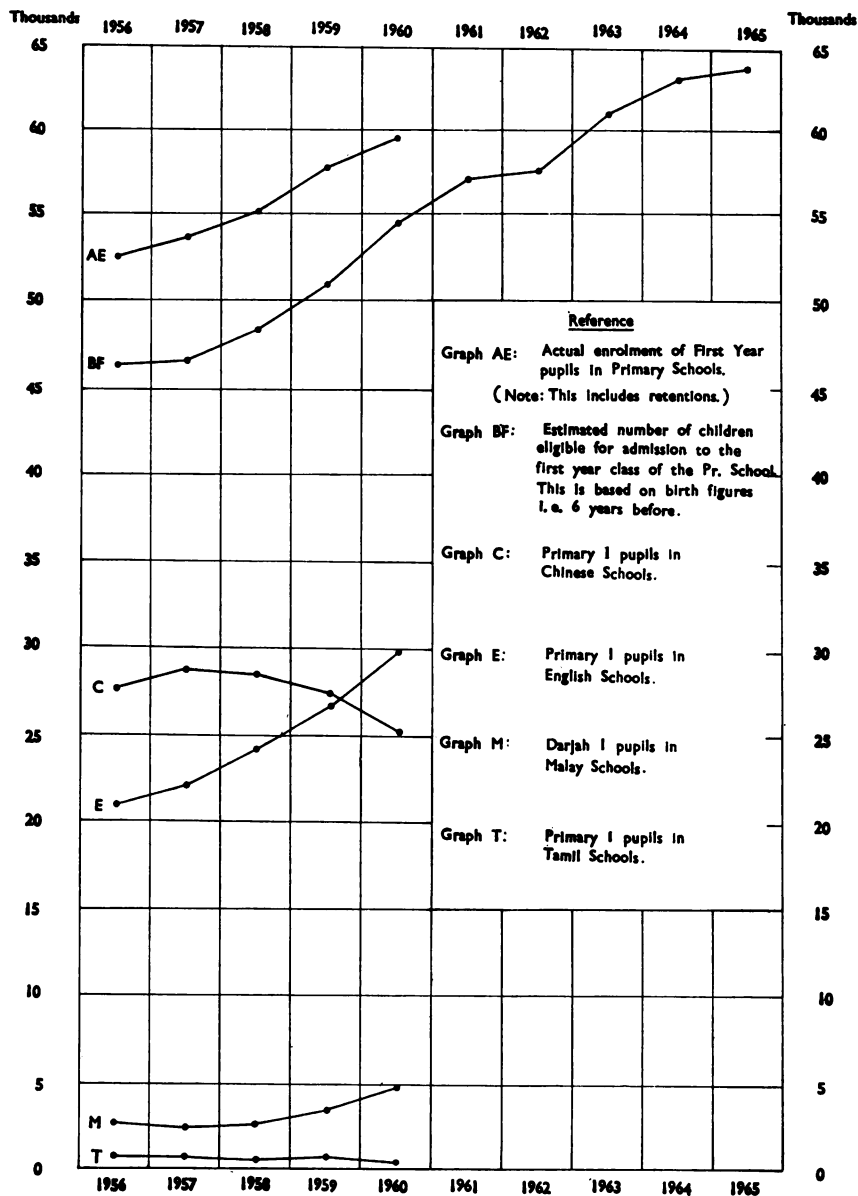
Table II

## ENROLMENT BY TYPES OF SCHOOLS, 1957-1959

	No. of Pupils 1957	No. of Pupils 1958	No. of Pupils 1959
<b>Government</b>			
English ...	85,042	100,719	117,765
Chinese ...	3,647	4,831	6,564
Malay ...	13,312	14,213	15,804
Indian ...	—	—	143
Total ...	102,001	119,763	140,276
<b>Government-Aided</b>			
English ...	32,136	33,698	36,105
Chinese ...	110,228	120,774	127,387
Malay ...	107	—	—
Indian ...	1,351	1,399	1,313
Total ...	143,922	155,871	164,805
<b>Private (Non-aided)</b>			
English ...	10,675	10,945	9,616
Chinese ...	5,758	6,290	6,280
Total ...	16,433	17,235	15,896
Grand Total ...	262,356	292,869	320,977

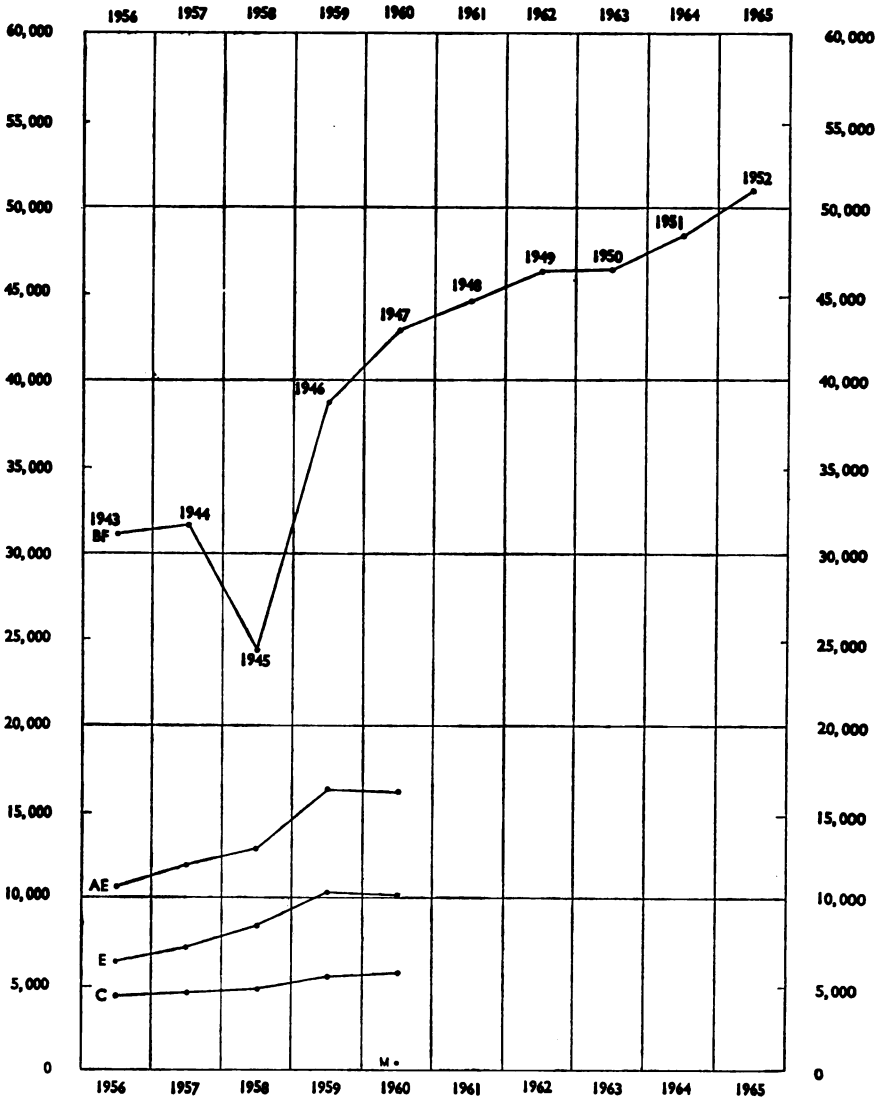
# ADMISSION TO SCHOOLS

Chart showing numbers of children in the first year class of Primary Schools.



# ADMISSION TO SCHOOLS

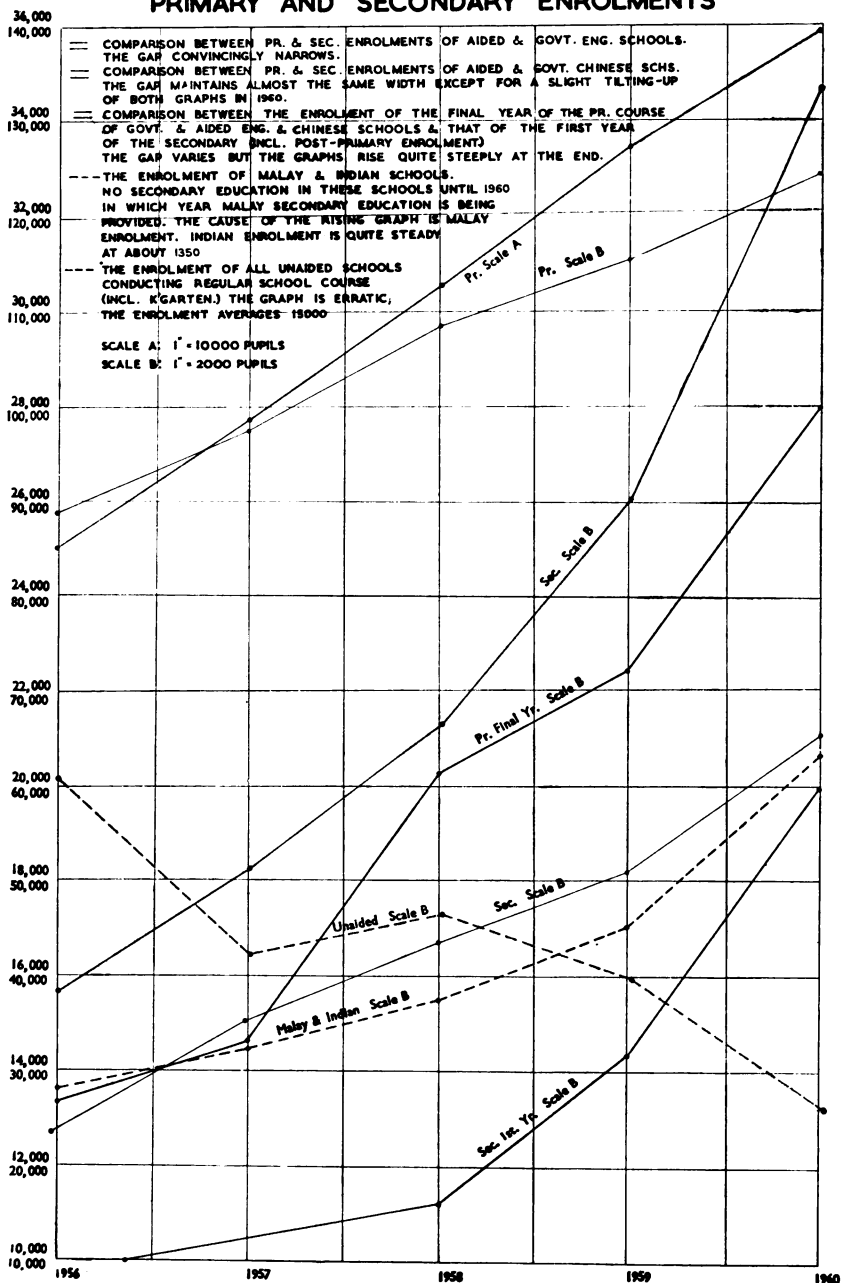
Graph showing possible and actual enrolments of the first year class in Secondary Schools



Reference BF - Estimated enrolment based on birth figures of 13 years before.  
E - English School enrolments.

AE - Actual enrolments.  
C - Chinese School enrolments.  
M - Malay School enrolments.

# AN ATTEMPT TO SHOW GRAPHICALLY THE INCREASE IN SCHOOL ENROLMENT AND COMPARISON BETWEEN PRIMARY AND SECONDARY ENROLMENTS





All building proposals for 1957 and 1958 were shelved because of the standstill budget but provision was made in the 1959 Estimates for the building of four 3-storey Primary schools, two single-storey Primary Malay schools and two Secondary schools. At the beginning of July 1959 the Building Programme was 'frozen' and it was not until September that funds were released. One Primary school started in 1958, was completed in early 1959 and the construction of one 3-storey Primary school and a single-stream Malay school was begun towards the end of the year.

During the intermission in the building programme the Public Works Department designed a standard four-storey Primary school of 24 classrooms for the 1960 Building Programme and after. This new type of school will be more compact and will therefore be more suitable for densely populated areas where land is scarce. A distinctive feature of this new type of school is that it allows for adaptation to sites of varying configuration and levels without change in its structural design.

A six-storey school based on this four-storey model was also planned and this school is expected to be completed in early 1961.

#### SYLLABUSES AND TEXTBOOKS

To bring about an integration of the diverse pattern of the State's education several common syllabuses were issued and with the coming of the present Government all the syllabuses came under review.

A Syllabuses and Textbooks Standing Committee was set up as a sub-committee of the Educational Advisory Council with further sub-committees to represent the four streams of schools, and 14 Subject Committees to cover the various subjects of the school curriculum.

Textbooks were reviewed and every effort made to get the best possible Malayanised versions for a common curriculum.

Conferences for teachers and seminars were also organised for the four streams of schools.

Effective use was made of Visual Aids throughout the year and the Free Textbook Scheme continued to operate so successfully that no needy child was deprived of education merely on the grounds of inability to buy school textbooks.

#### PHYSICAL EDUCATION

In August 1959, four Physical Education specialists returned from England of whom two were attached to the Teachers' Training College and two to the Inspectorate. This has helped greatly

in the teacher-training programme at the College, where Physical Education is a compulsory subject for trainees, and in the supervision of Physical Education in schools.

Every type of major game was played in the schools and facilities for swimming improved since pupils were allowed the free use of all public swimming pools. Gymnastics has taken a firm hold in all Secondary schools and girls' schools showed a keener interest in hockey and basketball.

During the year the facilities at the Singapore Youth Sports Centre were put at the disposal of the Ministry of Education and organised coaching in basketball, badminton and gymnastics by the instructors of the Centre helped greatly in improving the standard of these games in most Secondary and Middle schools.

Inter-school and inter-State competitions were organised in all the major games and an encouraging feature was the greater intermingling of students from all the language groups. Competitions were organised for the participation of all the groups and combined school teams were chosen from all streams. Plans for the organisation of all sports on a non-communal basis were almost completed by the end of the year.

One problem has been the lack of sufficient playing-fields for many of the Chinese, Malay and Indian schools but arrangements were made for sharing the facilities of more fortunate schools. Another problem was the shortage of school servants which resulted in insufficient maintenance of school fields.

The highlights of 1959 were for participation of thousands of school children in the Singapore Constitution Exposition, the Arts Festival and the Loyalty Week displays of mass-drill and mass dances.

#### TEACHER TRAINING

From humble beginnings the Teachers' Training College has grown into one of the largest teacher-training institutions in South-East Asia. It now has a library, two science laboratories, an arts and crafts block, an audio-visual aids studio, specially equipped rooms for mathematics, history and geography and special equipment for physical education.

In 1950 the College trained teachers in the English medium only. Training of teachers in the Chinese medium began in 1954 and in 1957 the College also assumed responsibility for training Malay teachers.

In 1959 the College conducted a two-year full-time Certificate Course in the English and Chinese media, a three-year part-time

Normal Course in English, Chinese and Malay and a special course for 'Teachers trained under other Schemes' in Malay only.

In keeping with the policy of encouraging the study of Malay as the National Language the College introduced a special course in Malay for more than 1,500 qualified teachers.

In October 1959 a committee was appointed by the Minister for Education to make detailed recommendations for the introduction of a single system of part-time teacher-training applicable to all language media and it is expected that this will have far-reaching effects on teacher training in Singapore.

Table I

ENROLMENT AT THE TEACHERS' TRAINING COLLEGE, 1959						
Course	Male	Female	Total	Male	Female	Total
<b>ENGLISH</b>						
(a) Certificate Course						
1st year	30	43	73			
2nd year	27	60	87			
				57	103	160
(b) Normal Training Course						
1st year	161	192	353			
2nd year	144	169	313			
3rd year	232	166	398			
				537	527	1,064
<b>CHINESE</b>						
(a) Certificate Course						
1st year	52	25	77			
2nd year	5	4	9			
				57	29	86
(b) Normal Training Course						
1st year	218	180	398			
2nd year	149	171	320			
3rd year	71	69	140			
				438	420	858
<b>MALAY</b>						
(a) Normal Training (Special) Course						
1st year	3	5	8			
2nd year	5	2	7			
3rd year	7	1	8			
				15	8	23
(b) Under Other Schemes						
1st year	8	21	29			
2nd year	32	5	37			
3rd year	5	5	10			
				45	31	76
(c) Malay Course for Qualified Teachers				937	622	1,559
Grand Total	...			2,086	1,740	3,826

Table II

## NUMBER OF TEACHERS WHO COMPLETED TRAINING IN 1959

COURSE		No. of Teachers
<i>English Medium</i>		
Certificate Course	...	83
Normal Course—June	...	101
Normal Course—December	...	268
<i>Chinese Medium</i>		
Certificate Course—December	...	8
Certificate Course—August	...	113
<i>Malay Medium</i>		
Under other Schemes—January	...	3
Under other Schemes—August	...	10
Total		599

## TECHNICAL AND VOCATIONAL EDUCATION

Technical and vocational education is of comparative recent development in Singapore. There are two Secondary technical schools, three trade schools and three girls' vocational schools. There is also one Government commercial school.

The Queenstown and Tanjong Katong Secondary schools were established about four years ago but because of the lack of technical teachers and workshop facilities no technical subjects (except technical drawing) were introduced. However, plans are well ahead to transform the two schools into proper technical schools in 1960. The students were prepared for the General Certificate of Education examination of the London Associated Board.

## ENROLMENT

Queenstown Secondary School	...	699
Tanjong Katong Secondary School	...	623
Total		1,322

There are three trade schools in Singapore, the Balestier Junior Trade School, the Malay Craft School and the St. Joseph's Trade School. The first two are Government schools and the third a

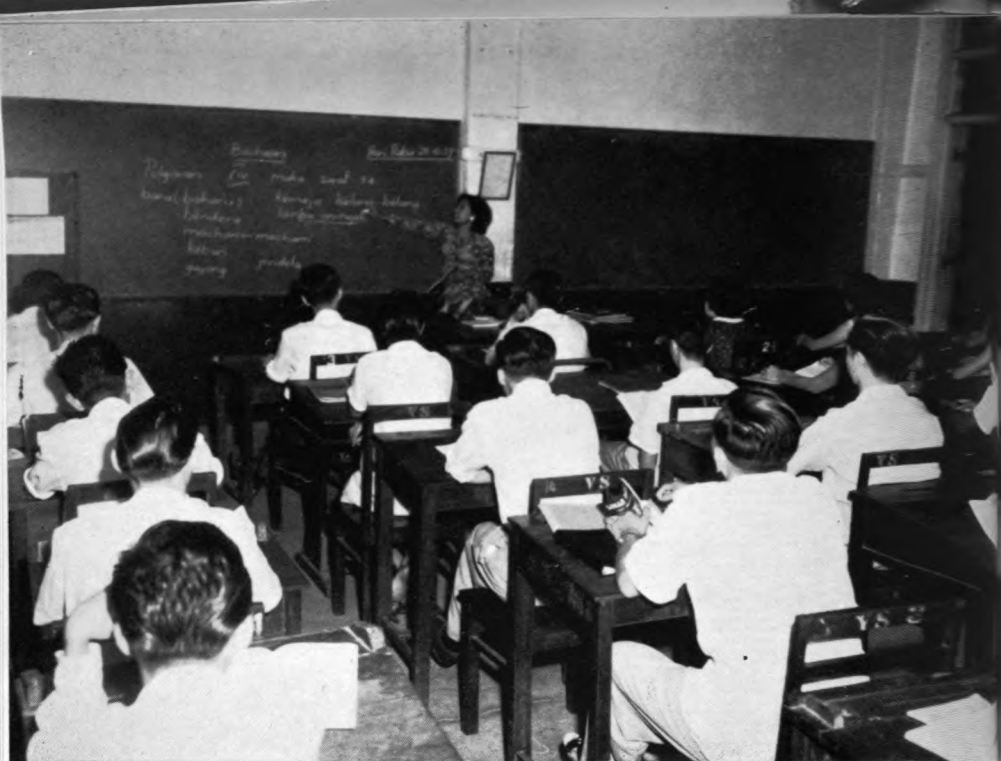


*Top—Engineering students at the Singapore Polytechnic.*

*Min. of Culture*

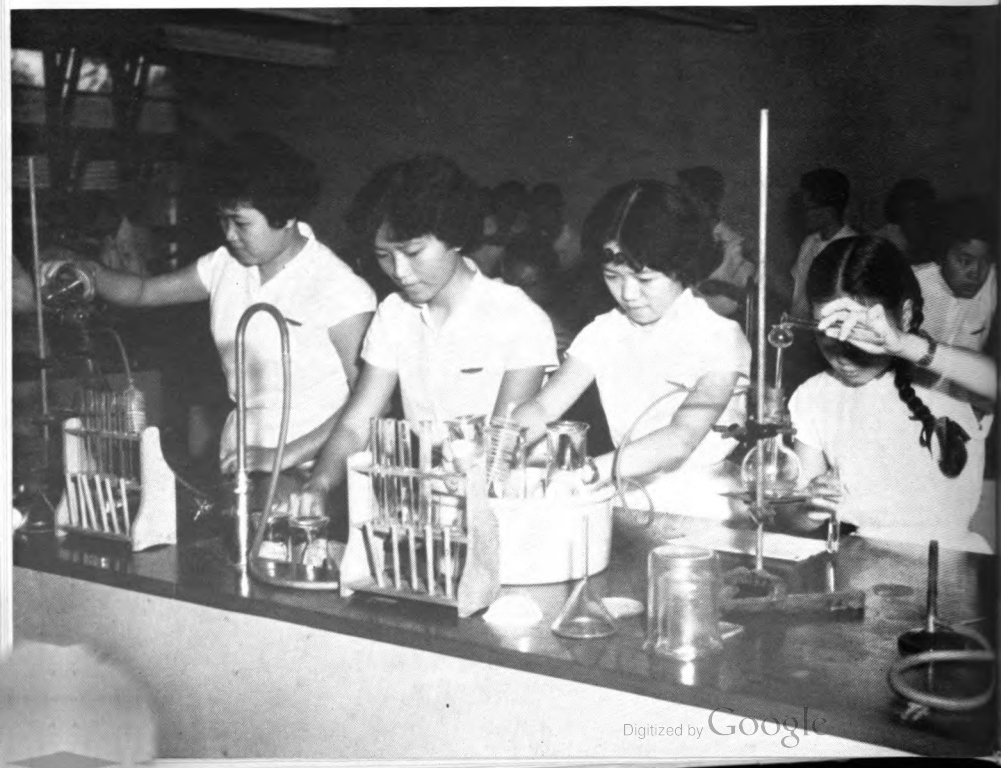
*Bottom—A domestic science class in session.*





*Top*—To popularise Malay as the National language, the Ministry of Education launched evening classes in Malay throughout the State. Picture shows a class in session.

*Bottom*—In a Science Laboratory.



Government-aided school. These schools admit pupils between the ages of 13 and 16 who have completed primary education. The schools provide pre-apprentice type of trade courses of two to three years duration. Mathematics, technical drawing and English are included in the curriculum.

<i>School</i>			<i>Trade Courses Available</i>		<i>1959 Enrolment</i>
Balestier Junior Trade School	...	...	Mechanics courses, electrical and radio, general building construction	...	332
St. Joseph's Trade School			Mechanics courses, carpentry (cabinet-making) printing, tailoring, cane-furniture making	...	250
Malay Craft School	...		Woodcraft	...	67
Total					649

The Girls' Vocational High School and the Maris Stella Vocational School are both Government-aided. Chinese is the medium of instruction in the former and English in the latter. Girls between the ages of 13 and 16 who have completed primary education are admitted. The courses include homecraft, embroidery and dress-making, nursing and typewriting. A third school, the Geylang Craft Centre is a Government school where the medium of instruction is Malay.

## ENROLMENT

Girls' Vocational High School	...	...	459
Maris Stella Vocational School	...	...	191
Geylang Craft Centre	...	...	255
Total			905

Commercial education in Singapore is mainly provided by private schools and there is only one Government commercial school, the Outram Secondary School with an enrolment of 484 boys and 13 girls in 1959. The students are prepared for the London Chamber of Commerce examinations.

## THE SINGAPORE POLYTECHNIC

As a direct result of the Government's policy for increased emphasis on technical education, the Singapore Polytechnic was re-organised and in 1959 courses in Engineering, Building and Architecture and Science and Technology were started. In 1960 the general education and stenography courses are to be discontinued and more stress will be given to technical courses. It has been decided to set local examinations for these courses instead of preparing the students for external examinations but there is no restriction on students taking external examinations if they wish to do so.

## ENROLMENT IN THE SINGAPORE POLYTECHNIC—1958/1959

<i>Department</i>	<i>Full-time</i>	<i>Day Release</i>	<i>Part-time</i>
Engineering ...	137	413	483
Building and Architecture ...	86	97	596
Science & Technology ...	317	30	310
Commerce ...	91	—	616
General Education ...	69	—	301
Total ...	700	540	2,306

## THE UNIVERSITY OF MALAYA

The University of Malaya (Amendment) Ordinance, 1958 which became effective in January 1959 provided for the continuance of the University of Malaya as a single university and the establishment of two largely autonomous divisions of equal status—one in Singapore and one in Kuala Lumpur.

Under the new legislation each division of the University has a Principal, a Divisional Council and a Divisional Senate. The University as a whole is controlled by the Vice-Chancellor and the Central Council which has equal representation from each of the two Divisions.

The University of Malaya in Singapore has faculties of Arts, Science and Medicine (including Dentistry and Pharmacy). The School of Education, which has teaching and other functions in the Federation of Malaya as well, is also attached to the Singapore Division.





*Min. of Culture*

*Top*—The sprawling campus of the University of Malaya.  
*Bottom*—The administrative and library building of Nanyang University.



The building programme in 1959 in the Singapore Division continued at a slower pace, the only major work undertaken being a start on the building of Stage II of the Science Block. Lack of funds has caused several projects to be delayed or suspended but at the end of 1959 a decision was taken to proceed with the renovation of the central portion of the Administration Building.

STUDENT ENROLMENT (FULL-TIME) AT THE UNIVERSITY  
OF MALAYA—1958/1959 SESSION

Arts ... ..	639
Education ... ..	53
Law ... ..	75
Science ... ..	171
Engineering ... ..	100
Medicine ... ..	433
Dentistry ... ..	89
Pharmacy ... ..	12

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Total ... 1,572

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Singapore Division—Number of students ... 1,472

Kuala Lumpur Division—Number of students ... 100

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1,572

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THE NANYANG UNIVERSITY

The Nanyang University first admitted undergraduates in 1956 and had its inauguration in 1958. In 1958 the Government set up a commission with the concurrence of Nanyang University authorities better known as the Prescott Commission to look into the academic standards of the University, the adequacy of the teaching staff and equipment and of the means adopted by the Nanyang University for ensuring satisfactory standards of academic work and to make recommendations.

The Prescott Commission *inter alia* recommended the formation of an *ad hoc* committee to determine the extent and sequence of the re-organisation deemed necessary. This *Ad Hoc* Committee

headed by Dr. Gwee Ah Leng called the Nanyang University Review Committee, was appointed in July 1959, completed its sittings in November. The Government has since accepted, in principle, the main recommendation of this Review Committee.

A new Science Block was completed for use in March 1959.

The results of the first Graduation examination held in December 1959 were 437 passes out of which 201 were Arts students, 132 Science students and 104 Commerce students.

THE STUDENT ENROLMENT AT THE UNIVERSITY FOR 1959 WAS

Arts	...	...	805
Science	...	...	611
Commerce	...	...	284
<hr/>			
Total	...		1,700
<hr/>			

FURTHER EDUCATION OVERSEAS

As a result of students finding their way to the United Kingdom for further studies meeting with difficulties regarding accommodation, admission or finance, most institutions will not admit students unless they are sponsored by the Government of Singapore. The Ministry of Education has a system of sponsorship to assist students going abroad. The Malayan Students Department and the British Council co-operate with the Ministry of Education in the sponsorship programme for the United Kingdom and there is a similar arrangement with the Liaison Officer for Malayan Students in Australia.

Courses most popular with Singapore students going overseas are: teaching, accountancy, law, economics, architecture, medicine, civil engineering and electrical engineering.

According to records the numbers of private students known to be studying overseas are:

Australia	...	...	1,200
United Kingdom	...	...	663
U.S.A.	...	...	119
<hr/>			
Total	...		1,982
<hr/>			

## NO. OF OFFICERS WHO LEFT IN 1959 FOR COURSES OF STUDIES

<i>Course</i>	<i>Country</i>	<i>No.</i>
<b><i>Departmental Training Course</i></b>		
Audio-Visual Aids	New Zealand ...	1
Methods of Teaching the Deaf	New Zealand ...	2
Methods of Teaching the Blind	New Zealand ...	1
<b><i>Departmental Scholarships</i></b>		
Handcraft (Wood and Metal Work)	Australia ...	5
<b><i>Non Departmental Awards</i></b>		
B. A. Commerce	New Zealand ...	3
Total	...	12

## NO. OF OFFICERS WHO RETURNED FROM COURSES IN 1959

<i>Courses</i>	<i>Country</i>	<i>No.</i>
<b><i>Departmental Training Courses</i></b>		
Audio-Visual Aids	New Zealand ...	1
Arts and Crafts	Australia ...	1
Methods of Teaching the Deaf	New Zealand ...	1
<b><i>Departmental Scholarships</i></b>		
Music	United Kingdom ...	2
Physical Education	United Kingdom ...	4
<b><i>Other Awards</i></b>		
Teacher Education Course	America ...	3
Bachelor of Mechanical Engineering	Australia ...	1
B. A. (Economics)	New Zealand ...	1
Total	...	14

## ADULT EDUCATION

Before the new Government took office, Adult Education was almost completely in the hands of the Singapore Council for Adult Education the bulk of whose work was done in the field of basic education and the monetary assistance received by the Council from the Government for 1959 was \$500,000. The student enrolment for these classes was about 14,000 in 1958.

When the new Government took office the Council's efforts were supplemented by Government's own scheme of popularising the national language, Malay, to non-Malays and it also began enrolment for literacy classes to start in 1960 which brought the total enrolment to approximately 37,000.

In view of the urgent need for providing education to the large number of over-aged pupils who cannot find places in schools and the even larger number of adults who have not received any education at all (illiteracy is approximately 33 per cent) the Government considered it desirable to centralise the organisation and

administration of adult classes. With this purpose in view the Government decided that a statutory board should take over the functions of the Singapore Council for Adult Education as from the beginning of 1960 and legislation to achieve this was drafted.

In 1959 the number of students in adult education classes were:

<i>Government Malay Classes</i>	...	...	10,597
<i>Council for Adult Education</i>			
English	...	6,686	
Chinese	...	4,890	
Malay	...	4,246	
Tamil	...	125	...
			15,947
<b>Total</b>	...		<b>26,544</b>

#### THE COST OF EDUCATION

In 1959 \$63.0 million out of a total ordinary budget of \$268.5 million was spent on education. This represents about 24 per cent of total Government expenditure. Singapore has one of the highest rates of population growth in the world and with a natural increase of about 60,000 every year it is to be expected that there will be an increased demand for more schools and more teachers. It is estimated that in seven years time the number of children attending primary schools will be one-third as much again than the 1959 number.

Government expenditure on education in 1959 can be broadly classified as follows:

	\$
(1) Personal emoluments to staff and teachers and maintenance of Government and Government-Aided Schools	54,418,000
(2) Maintenance of the Teachers' Training College	586,000
(3) Scholarships and grants for free places to school Children	96,000
(4) State Scholarships and Bursaries to students at Nanyang University and University of Malaya	836,000
(5) Contribution to Singapore Polytechnic and contribution to Singapore Polytechnic for Furniture, Equipment and Fittings	1,910,000
(6) Contribution to University of Malaya and Nanyang University and contribution to University of Malaya for extensions	3,293,000
(7) Capital Grants for Aided Schools	715,000
(8) Public Works—Non Recurrent (Government Schools)	1,227,000
	<b>63,081,000</b>

## WATER DEPARTMENT

**W**ITH THE passage of 1959, the Water Department enters the 103rd year of its existence as a Water Works. The Works was started in 1857 with a generous donation of a sum of money by the late Mr. Tan Kim Seng, who expressed the wish that a free supply of water should be made available to the poor. The Works was originally in the hands of the Government, and it was not until 1878 that it became a Municipal Undertaking.

The Works was originally made up of a set of filter beds at the junction of Cavenagh Road and Bukit Timah Road, with a pumping station at Mackenzie Road and a service reservoir at Mount Emily.

The present Works comprise three impounding reservoirs and two treatment works on the Island and four reservoirs, a river intake and two treatment works at Johore.

The impounded water on the Island is treated at Woodleigh and at Bukit Timah, and is pumped from these Works direct to distribution and for storage at service reservoirs on the Island.

Impounded water in Johore is treated from Gunong Pulai and the water is sent to Singapore by gravity. The treatment works at Tebrau treats the water from the Tebrau River. The water from this Works is pumped to Singapore.

In 1959, a total of 507 standpipes were installed for supplying free water to the poor. This represents an increase of 33 per cent of the total number of standpipes as at the end of 1958. Of these 254 were installed in the City and 253 in the Rural Areas. The total number of standpipes at the end of 1959 is 2,046—1,211 in the City and 835 in the Rural Areas.

The increase in the number of private services is 8,012 bringing the number of registered consumers to 97,389.

The increases in the number of services and number of standpipes are reflected in the quantity of water consumed, 22,996 million gallons, which is 1,209 million gallons in excess of the

total consumption for 1958. The average consumption is 63 m.g.d. compared with the average of 59.69 m.g.d. in 1958. The maximum daily consumption for 1959 is 72.3 m.g.d., and the minimum consumption is 50.8 m.g.d.

The provision of more services during the year was made possible by the laying of 20.67 miles of 4-inch–24-inch mains on the Island. The total length of mains in use on the Island is 830.51 miles.

There was virtually no work done in 1959 to increase the treatment capacity of any of the Department's Works—all work in this direction being directed towards the completion of the Johore River Survey, which will lead to the development of the Johore River Project. For a number of reasons, principally staff difficulties, progress with this work is not as satisfactory as desired.

Certain staff changes were made in the latter half of the year to integrate the three trading Departments of the City Council.

#### ELECTRICITY DEPARTMENT

Since 1906 when the distribution of electricity by the Municipality commenced, the development of electricity supplies for the public of Singapore has been continuously accelerated to meet the ever increasing demands occasioned by the Island's growing prosperity and modernisation.

Initially the Municipality purchased electricity in bulk from the Tramway Co., but in 1926 commenced generating themselves with the commissioning of St. James' Power Station. This power station reached an ultimate installed capacity of 37,000 kilowatts. Because of the difficulties in obtaining electricity generating plant following World War II, coupled with the rapid post war development, power shortages occurred during the years 1948–1952.

In 1950 work began on the new Pasir Panjang Power Station and by December 1952, in what is believed to be record time, the first new 187,500 lb. of steam per hour boiler and 25,000-kilowatt turbo-alternator was commissioned and restrictions in power supplies were relaxed.

During the intervening period, 1952 to 1958, eight additional 187,500 lb. per hour boilers and five 25,000-kilowatt turbo-alternators together with a 2,000-kilowatt open cycle gas turbo-alternator set to supply the power station electrical auxiliaries were installed at Pasir Panjang Power Station, which now has a total installed capacity of 152,000 kilowatts.

In anticipation of future load growth, plans have been finalised for an extension to the generating plant at Pasir Panjang by the installation of a further two 187,500 lb. per hour boilers and another 25,000-kilowatt turbo-alternator. Also as the steam power plant at St. James' had reached the limit of its economical life and judged by modern standards was inefficient, it was dismantled and disposed of, its place being taken by six 6,000-kilowatt free-piston gas turbo alternators, the first of which is scheduled for commissioning in early 1960.

These machines are a comparatively new development in the field of electricity generation and because of their high thermal efficiency and quick starting characteristics will enable a high overall generation efficiency to be maintained. This installation at St. James' Power Station will be the largest of its type in the world today.

The combined generating capacity of Pasir Panjang and St. James' Power Stations will thus reach 188,000 kilowatts by the end of 1960.

To cater for future development in Singapore and for the setting up of new industries and commercial enterprises a project for another power station has been prepared and the preliminary designs finalised.

The electricity generation programme is thus geared, not only to provide a supply of electricity at rates comparable, if not more favourable, than any other electricity undertaking in South-East Asia but also to afford consumers maximum security of supply by the provision of economic reserve of stand-by generating plant.

The maximum load demand on the City Council's generating plant in 1959 was 113,000 kilowatts whilst the total number of units generated during the year amounted to 616,150,858.

The average fuel consumption for the year ending 31st December, 1959 was 0.6681 pounds per unit generated whilst the average gross thermal efficiency was 27.45 per cent.

Distribution of electricity throughout the island is at the generation voltage of 22,000 volts by means of an interconnected system. Secondary distribution is at 6,600 volts whilst supplies are provided to consumers at 400 volts 3 phase 50 cycles and 230 volts 1 phase 50 cycles. Bulk supplies are also given to large consumers at 22,000 volts and 6,600 volts. All direct current supplies have now been discontinued. By the end of 1959 the 22,000-volt

distribution system comprised 47 substations, 254 miles of underground cables and six miles of overhead lines whilst the 6,600-volt system had 439 substations and 345 miles of underground cables. There were 501 miles of pilot cables and telephone cables associated with the distribution system. The system is continually developing and expanding: the following being a list indicating the new substations commissioned and the additional cables laid during the year 1959:

22,000-Volt Substation	...	...	6
6,600-Volt Substation	...	...	36
22,000-Volt Cables	...	...	23,856 yards
6,600-Volt Cables	...	...	55,546 „
Pilot and Telephone Cables	...	...	90,726 „

The number of new consumers connected during 1959 was 6,487 the grand total of connected consumers at the end of the year being 93,108.

The total number of meters in service at the close of the year was 163,702.

The charges for electrical energy as at 31st December, 1959 are given in the following table:

<i>Lighting and Fans—</i>	<i>Cents Per unit</i>
(a) For consumption not exceeding 20 units per month ...	12
(b) For domestic consumers, for all premises which are charged the domestic rate for the supply of water	18

#### SCHEDULE A

For all other consumers, consumption for lighting and fans is charged as follows:—

First 5,000 units per month	...	...	20
All units in excess of 5,000 per month	...	...	6

#### SCHEDULE B

Domestic Power:—

For cooking, heating and all domestic appliances other than fans. Consumption in respect of lighting and fans is NOT included as this is covered by Schedule A above.

For all consumption	...	...	...	6
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## SCHEDULE C

*Power for Lifts—*

First 5,000 units per month	...	...	20
All units in excess of 5,000 per month	...	...	6

## SCHEDULE D

*Power for Industrial Purposes—*

First 5,000 units per month	...	...	6
Next 20,000 units per month	...	...	5
All units in excess of 25,000 per month	...	...	4½

*Cinemas and Amusement Parks—*

For all consumption including both lighting and power	...	...	...	20
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The Electricity Department maintains a Hiring Section from whom the appliances named below may be hired at the rates indicated:

			<i>Monthly Rental</i>
			\$ c.
Ceiling Fan with Regulator	...	...	2 00
Large Kwali Cooker (3 plates)	...	...	3 50
Large Western Cooker (3 plates)	...	...	3 00
Medium Western Cooker (2 plates)	...	...	2 00
Table Kwali Cooker	...	...	1 00
Large Water Heater (12 gallons)	...	...	2 50
Medium Water Heater (3 gallons)	...	...	1 50
Small Water Heater (1½ gallons)	...	...	1 25

Main switches and cooker control switches are supplied with large and medium cookers.

Motors may also be hired, subject to stocks being available, at rates ranging from \$4.50 per month for a 1 H.P. motor to \$39 per month for a 50 H.P. motor.

The following table shows the number of appliances on hire from the Electricity Department at the end of 1959:

Ceiling Fans	...	...	49,459
Water Heaters	...	...	11,176
Cookers	...	...	24,840
Motors	...	...	315

The revenue accruing from hire charges during 1959 was \$2,258,908.

As in 1957, the Council decided to cease the purchase of appliances for hire, availability of such appliances is now limited.

The following table is a comparative analysis of the revenue received from the sale of electricity during 1958 and 1959:

	1958			1959		
	Units Sold	Revenue		Units Sold	Revenue	
		\$	c.		\$	c.
Lighting and Fans	81,295,870	14,935,966	49	89,377,473	15,995,187	66
Domestic ...	147,812,038	8,920,905	66	162,151,684	9,801,007	00
Industrial ...	253,512,141	12,465,606	84	253,389,243	12,499,405	35
Public Street Lighting (City) ...	8,296,582	1,006,978	61	8,825,667	1,069,098	51
Public Street Lighting (Rural) ...	1,262,716	239,326	80	1,320,839	264,676	16
Traffic Signals ...	340,005	25,370	09	341,032	25,579	92
Grand Total ...	492,519,352	37,594,154	49	515,405,938	39,654,954	60

### *Lighting of Public Streets*

During the year 1959 an equivalent of 14.06 route miles of Street Lighting was installed in Public Streets in the former City Area.

Electric Street Lamps in Singapore—installed to M.O.T. Code—in Public Streets has now reached the following figures:

	Group "A"	Group "B"	Total Lamps A and B	Equivalent Mileage
City Area ...	2,937	6,932	9,869	241.46
Bukit Panjang/Jurong District ...	113	219	332	8.21
Katong District ...	54	775	829	19.15
Serangoon District ...	...	670	670	15.25
Grand Total ...	3,104	8,596	11,700	284.07

Within this year, River Valley Swimming Pool, Havelock Park and Kallang Park have been added to the Public Recreation Grounds which have been lighted or floodlit. Private Street Lighting comprising 73 Group "A" Street Lamps was installed in Kallang Park.

Major decorative lighting was carried out in conjunction with the P.W.D. during Loyalty Week when the seafront area was decoratively lighted from Collyer Quay to the Merdeka Bridge.

## GAS DEPARTMENT

The authority to construct a Gasworks was given to the Singapore Gas Company in August 1861, by the Municipal Commissioners, and the supply was inaugurated the following year. The Gas Company prospered in a modest way and fulfilled its primary function of lighting the Town.

In 1901 the Company was acquired by the Municipal Commissioners of Singapore, who 'deemed it proper that the lighting of the Town should be controlled by them, rather than by private individuals'.

The gas, at this time was produced from coal. Various carbonising plants, both vertical and horizontal were used between 1901 and 1930, when a modern installation of horizontal retorts with mechanical coal-coke handling plant was installed, together with blue and carburetted water gas plants. This combination of gas manufacturing plant was in continuous use, apart from periods during the Japanese Occupation, until 1958, when the new oil gasification plant was commissioned.

The new gas production plant consists of three Onia Gegi Regenerative Catalytic oil gas units, each capable of producing 1,500,000 cubic feet of gas per day. They are of the latest design and constitute one of the most modern gasmaking techniques in the world today. Work commenced on the installation of a fourth unit during November 1959.

The basic raw material for gasmaking is a heavy residual fuel oil and is the same as that currently used for the generation of electricity at Pasir Panjang Power Station. The department is therefore able to enjoy a specially reduced tariff for this type of fuel. The thermal conversion efficiency is of the order of 76 per cent, thereby enabling manufacturing costs to be substantially reduced.

The steam raising plant which had formed a part of the programme of reconstruction carried out in 1930, proved to be incapable of meeting the more exacting demands of the oil gasification plant, and accordingly, a decision was taken to replace all of the existing steam raising plant. During 1959 a new installation, comprising of two 300 H.P. Cleaver Brooks Packaged Boilers was commissioned, and provision made for a third unit to be added during 1960. At the same time a new diesel standby

generating set was installed in order to obviate the necessity of having to terminate gas production in the event of a failure of the electrical supply to the Gasworks.

A recent survey of the gasholders revealed that Nos. 1, 2 and 3 were too small and too light to provide any effective storage whatsoever. Nos. 4 and 5 were suffering from internal corrosion and leaking badly, and No. 6 had subsided to the extent of 6 inches on one side. The first remedial step was taken by ordering an M.A.N. waterless gasholder of 1,000,000 cubic feet capacity. Nos. 1 and 2 gasholders were demolished to make way for the new gasholder, which became No. 7, and erection thereof was completed in November 1959, when it was commissioned forthwith. No. 3 gasholder was re-sheeted and used as a buffer holder to balance the cyclic effects of oil gas production and No. 4 gasholder was considered to be beyond repair and put out of commission.

Arrangements have been made to re-align No. 6 gasholder and to repair No. 5 gasholder, in that order.

A new high pressure distribution ring main was completed during 1959, which will enable gas pressures to be maintained during peak loads, in areas which hitherto had been short of gas. It will also allow the area of supply to be extended beyond the present limits, without incurring heavy expenditure in large diameter low pressure trunk mains.

The past few years have been devoted entirely to the implementation of urgent reconstruction programmes, during which safety factors have been low and on many occasions the staff have suffered much anxiety. However, many of the difficulties have been overcome and attention is now being directed towards improving the appearance of the Gasworks. Old buildings and production plant are being demolished and new roads are being put down. It is no longer necessary to reserve space in the Gasworks for the storage of large shipments of coal and much of the ground is being converted to 'green belts'.

The volume of gas manufactured during 1959 was 634 million cubic feet, an increase of four million cubic feet over the previous year. But the record of gas sales is more imposing, being 544 million cubic feet in 1959 as opposed to 513 million cubic feet during the previous year.

The department installed an additional 1,874 appliances during 1959, comprising of 1,341 additional hired appliances, 509 appliances sold to consumers and 24 privately purchased appliances sold to consumers. At the end of the year there were 19,894 appliances on hire to the public.

Gas mains were extended in many areas to meet the consumers' requirements. This necessitated the laying of 13,996 yards of new mains and 1,081 yards of replacement mains, where overloading was in evidence. The total length of gas supply mains is 314 miles.

#### CITY CLEANSING DEPARTMENT

The City Area is divided into three divisions which are subdivided into 14 cleansing districts for the purpose of cleansing. The existing cleanliness of the State of Singapore was maintained during the year due to the untiring efforts of the daily rated employees and staff of the City Cleansing Department.

Every public roadway, street and back lane within the City was swept daily (except on Sundays and paid Public Holidays) by workmen working with brooms and handcars. The Street and drain refuse was transported by these carts to steel covered street bins which when full were collected by motor lorries fitted with specially designed cranes. The direct collection of 21,803 bins of domestic refuse and 21,853 bins of trade refuse was made daily (except on Sundays and paid Public Holidays) from verandahs by a fleet of 32 modern type collecting motor vehicles and 856 handcars. The principal streets were sprinkled daily by three water vans and numerous roadside drains were flushed by 36 metered handcars from street hydrants.

71,730,400 gallons of fresh water were used for flushing of roads and drains.

1,317 summonses were taken against offenders during the year for depositing refuse, obstructions and failing to provide approved type metal refuse bins, etc. and fines imposed amounted to \$7,126.50. This attributed to a great extent towards the maintenance of the present state of cleanliness in the city.

Daily collection of nightsoil from 16,941 latrines in 14,411 premises was undertaken by the department and 5,427,184 pails of nightsoil were disposed of at the three disposal stations. 72 old

public conveniences and 12 new public latrines installed in 1959 with shower baths and public standpipes were cleansed daily by this department.

Portable aluminium latrines were hired out for a nominal fee of \$30 for the first day and \$5 for each subsequent day of the department for use at wayang and circus performance on vacant land. Fees collected were \$7,185.

As from 1st January, 1959 the excised Rural Board areas in Pasir Panjang and Ulu Pandan were taken over by the City Council and the department extended its functions i.e. cleansing, collection and disposal of refuse and collection and disposal of nightsoil, to cover these two areas.

As from 1st January, 1959 the excised City Council areas in Katong and Serangoon were taken over by the District Councils.

The Cleansing Section of the three District Offices were transferred and came under the control of the Superintendent, City Cleansing Department as from 27th July, 1959.

#### MARKETS AND HAWKERS

The licensing and control of markets and hawkers in Singapore had been administered by City Council in the City Area and by Rural Board in the Rural Area until June 1959 when the function was performed solely by City Council on an island wide basis.

For many years the collection of licence fees was made at two Licensing Depots where the collecting hours were from 8 a.m. to 12 noon and from 2 to 3.30 p.m. during weekdays. With a view to offering better services to the public the collecting hours were changed from 9 a.m. to 4 p.m. on weekdays and from 9 a.m. to 12.30 p.m. on Saturdays.

To implement the new policy of educating the hawkers, vehicles equipped with public address system were put on the road. Oral messages were given in all locally spoken languages and dialects through the loud speakers. This new system, a clear departure from the old method of prosecution, had produced good results in that we were able to make the hawkers realise that it was our intention to help them rather than to cause them unnecessary hardship. As a result the amount of fines for the year dropped to \$13,174.50 as compared to \$89,602.80 in 1958.

A Control Room was also set up at the City Hall where Hawkers Inspectors were on duty from 7 a.m. to 11 p.m. daily, including

Sundays and Holidays. Within minutes on receiving a call they would be at the spot where the hawker congregation required immediate control or investigation.

Street Committees whose members were hawkers were formed at Syed Alwi Road, Queen Street, Beach Lane, Kallang Airport, Clive Street, China Street and Lim Tua Tow Road. Frequent discussions were held with these Street Committees which were found extremely useful. Views and suggestions were freely expressed and many such suggestions had been implemented. Each Street Committee consists of five to ten members who must be hawkers at that particular street. The whole Syed Alwi Road which was normally occupied by hawkers from 6 a.m. to noon daily was closed to traffic for the same period.

The revenue and expenditure for the year were \$1,456,315.61 and \$1,457,009.36 respectively.

The number of licensed hawkers is as follows:

	<i>City Area</i>	<i>Rural Area</i>	<i>Total</i>
Itinerant hawkers	... 836	298	1,134
Day Pitch Hawkers	... 2,816	—	} 4,579
Night Pitch Hawkers	... 1,442	321	
Market stallholders	... 4,150	682	4,832
	<hr/> 9,244	<hr/> 1,301	<hr/> 10,545

Thirty public markets and 16 private markets were under the control of this Department and the total number of hawkers was estimated to be 40,000 although only 10,545 of them were licensed.

#### FIRE SERVICE

The Brigade works on a three-shift system. Like most Brigades, each shift performs 60 working hours per week. The men are on a 3-Rota tour of duties, i.e., day and night duty and during their tour of day duty are on first response engines for six hours and 2nd response for four hours and on night duty are on first response engines for four hours and 2nd response for ten hours.

There are four Fire Stations in this City, one Central Station which is the Headquarters was originally built in 1909 and extended in 1931; and three other district stations (Geylang, Alexandra and Bukit Timah).

A fleet of 26 fire engines is now in service. They include seven major pumps, six water tenders, six light water tenders, four pump escapes, two turntable ladders and one foam tender.

A pump escape and a major pump manned by a crew of eight and six respectively, respond to property outbreaks of fire within the City area and an additional turntable ladder to specified areas only. Two water tenders with a crew of six each and a light water tender respond to property outbreaks of fire in the Rural area. The light weight water tender has proved its value in assisting fire-fighting operations in congested areas especially kampongs of plank and attap dwellings which constitute a grave problem to the fire service.

During the year the Brigade received 1,692 calls—a decrease of 43 calls in 1958—but the loss by fire on property was estimated at \$1,391,343, an increase of \$216,254.

There was only one major outbreak besides many potentially serious incidents. The incident was at Kampong Tiong Bahru where 600 to 700 flimsy plank and attap houses were destroyed on Friday, 13th February. There were 67 casualties—one fatal; 57 sustained minor injuries and nine admitted to hospital.

It will be readily understood that fire protection plays an important part in materially reducing the incidence of fire. Warehouses, cinemas, factories and other premises are inspected at the request of managements. Regulations regarding the storage of hazardous materials are enforced. Road tankers are inspected and licensed for the conveyance of petroleum products. The staff scrutinise plans of new buildings at the request of the City Architect, the Rural Board Surveyor and the Public Works Department. Places of entertainment are inspected regularly by officers of the Brigade. During the year under review 26,000 such inspections were conducted by this Department.

The Accident Ambulance service experienced another busy year answering to 14,780 calls, an increase of 1,506 calls over the figure for the year 1958. A total of 14,264 persons were conveyed to hospitals by ambulance. It is interesting to note that there were only 2,640 calls in 1949. Two additional Volkswagon Ambulances were commissioned during the year making a total of eleven ambulances in the service. One ambulance is maintained and operated by the Brigade for the Rural Board. Individual

ambulances cover 2,000—2,500 miles per month and are frequently themselves involved in minor accidents—thus being responsible for heavy demands on the workshops.

The Brigade is a self-contained unit. It has a workshop which comprises a mechanical workshop and stores, a paint shop, a carpenter's shop, a tailor's shop, a sailmaker's shop, a bootmaker's shop and a smithy. All major overhauls, repairs and rebuilding are conducted at Alexandra Fire Station.

Two Major Pumps were redesigned and coachwork constructed of aluminium framing with panels of the same material built on to Dennis chassis. Modern equipment purchased and fitted, together with many improvements emanating from Brigade's own field of experience including a very efficient pump priming valve. The finished appliances are smart in appearance, functional and favoured by the personnel who use them. Also three Austin Gypsy Light water tenders which were purchased in the early part of the year were modified to suit local conditions.

Modifications, design and improvements to suit local conditions are carried out at Brigade workshops, many improvement originating from Brigade's own field of experience have been adopted by other services.

The administration of the Brigade is conducted from Headquarters housed at Central Fire Station and all staff matters, training programmes, licensing of dangerous trades, organisation, budgetting, ordering of new equipment, progression, etc., is done at Senior Staff level.

#### DRAINAGE AND FLOOD RELIEF

During the year there were big changes in the Public Works Department and the City Council. One result of these changes has been that all Drainage and Flood Relief measures throughout the Island are dealt with by one organisation. This is a great improvement as it makes possible, proper co-ordination of all schemes which the Government, the City Council and the Rural Board previously undertook separately.

The most important work undertaken during 1959 was the new canal, which runs from Airport Road crossing Paya Lebar Road and Aljunied Road to Sungei Kallang at Lorong 3. Two large reinforced concrete structures, tidal gate, and a culvert were built by the Public Works Department Drainage Section and floated

into position along the canal which had already been completed. The tide gate is at Lorong 3 and the culvert is now under Aljunied Road.

In September it was decided to proceed with the remainder of the scheme and try to complete it before the heavy rains, expected in December and January. Four excavators were put on the work, two from the Public Works Department and two from the City Council. A great effort was made by all concerned, in City Council, Public Works Department and Singapore Improvement Trust, who dealt with resettlement of those who had to be moved from the site. Good progress was made and approximately 11,000 feet of canal was completed and ready for use by the middle of December.

Another big scheme which has been in hand this year is the Ulu Pandan Canal Scheme. The object of this scheme is to prevent flooding in the Alexandra area by taking the flood water from the upper end of the catchment away from Alexandra Canal and down the new Ulu Pandan Canal. The Canal is to be widened and deepened and 3,000 feet of concrete culvert is needed for this purpose. A number of heavy excavators have been working on the canal and the culvert is under construction. It is hoped to complete the first part of this scheme by the end of 1960.

In the City area the work on Stamford Canal has continued throughout the year. The Canal on the North side of Orchard Road has been completely rebuilt from Scotts Road to Grange Road and this work is continuing with the reconstruction of the canal on the South side from Paterson Road to Cuscaden Road. This will complete the present scheme which will prevent flooding in this area. The other major work being carried out, is in the area near Nelson Road. This area has suffered badly from floods so a new drain is being constructed from Radin Mas down to the sea with a new outlet through the harbour area. This new drain will be completed early in 1960 and will give much needed relief to those living in the area.

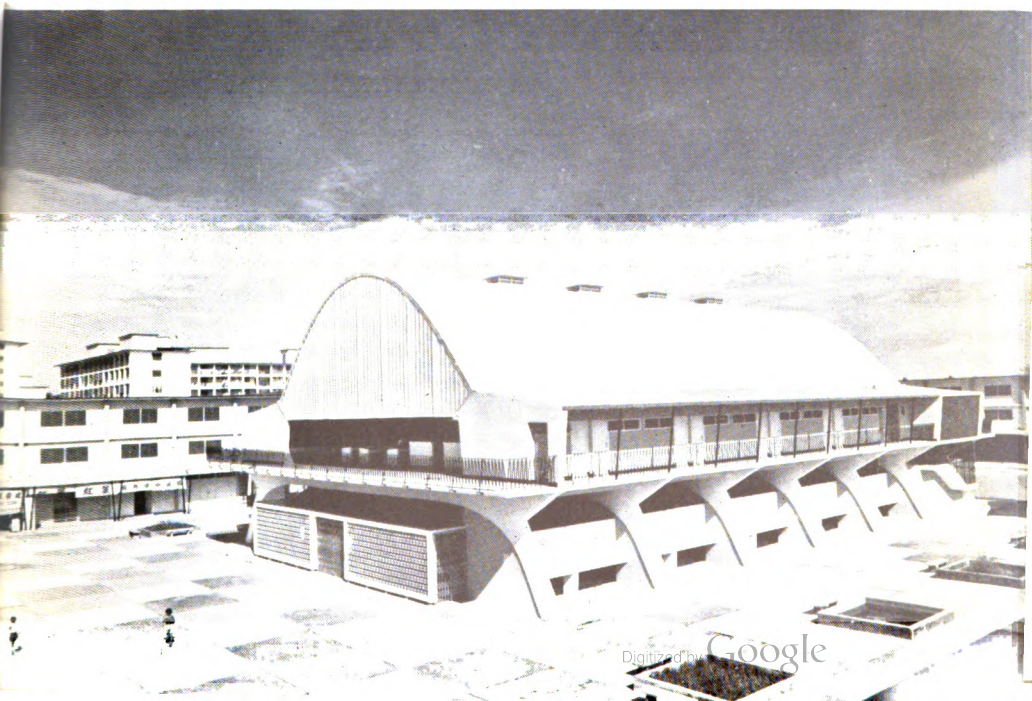
In the rural areas no major works have been carried out since this section only took over this work in the middle of the year. However, a lot of good work was done, under the relief labour scheme, on clearing of existing streams and drains to provide better drainage than in the past.



*Min. of Culture*

**Top**—Work on drainage and flood relief projects continued throughout the year. Picture shows the Aljunied Road R.C. Culvert in final site.

**Bottom**—A very modern market at the St. Michael's estate, which was the area of largest development by the Trust. In the background are a few blocks of flats constructed by the Singapore Improvement Trust.





## SEWERAGE SYSTEM

The installation of a modern sewerage system for the City Area began in 1912 and by the end of 1959 there were 271.5 miles of sewers serving a population of about 677,600. The sewered area is generally very flat and at a low elevation above sea level. This necessitates a comprehensive series of pumping stations and at the end of 1959 thirteen such stations were in operation. Plans to extend the sewerage system to cover the entire City area and some regions beyond the City limits are being drawn up.

Sewage is treated in two main Disposal Works, one situated in Alexandra Road serving the western and southern parts of the City, the other in Kim Chuan Road serving the eastern districts. Sludge from these works, together with nightsoil, is pumped away for final treatment at the Sludge Disposal works near the mouth of the Serangoon River. Some of the dried sludge is sold to farmers, the balance being used to reclaim swampy ground in the vicinity of the works.

Over the last few years the sewage flow has increased continuously until in 1959 the average daily flow was 26,157,000 gallons. Both Disposal Works are seriously overloaded. The extension of the treatment works at Kim Chuan Road has recently been completed thus doubling its capacity, but due to the limited space available it has been decided to abandon the Alexandra Road Works. A new site has been found in Ulu Pandan to the west of the City and contracts for the construction of a new treatment works have been let. Work on this \$50 million scheme is well advanced and the new works will be put into operation in 1961.

The total length of main and minor sewers constructed during 1959 was 9.1 miles. 3,606 premises were given connections to the sewerage system bringing the total number of premises served to 38,824.

Areas not served by the sewer system fall into two categories:

- (1) Some of the outlying residential areas to which public sewers have not yet been extended—here the provision of private septic tanks is generally permitted. 503 such tanks were in operation during the year and were maintained by the City Council at the expense of the owners.

- (2) The central and more congested parts of the City Area which were developed before the advent of a sewerage system. Here, sewage disposal is by nightsoil buckets collected by the City Council Cleansing Department and conveyed in a modern fleet of lorries to dumping stations where it is pumped away for disposal together with the sewage sludge. However it has been felt that, even before redevelopment takes place, a waterborne system should be provided for these areas and consequently the laying of temporary branch sewers through the houses and under walls and back courts has been commenced. By the end of 1959 the provision of such sewers within one mile radius of the City Centre had been substantially completed and work to include properties between 1 and 1½ miles of the centre was well advanced.

A further category of unsewered areas which may be mentioned is the pockets of 'plank and attap' development within the City.

#### CITY ARCHITECT

The scope of the work carried out by the City Architect and Building Surveyor's Department of the City Council in the first six months of 1959 remained the same as in previous years. In June 1959, however, the Building Surveyor's Section was detached from the City Architect and placed, together with the Building Surveyor's Section of the Rural Board, under the overall direction and control of the Ministry of National Development, while the Parks and Recreation Section and Maintenance Unit came under the control of the Administrator, City Council.

Sixty projects to the total value of \$2,040,925 were completed during the year. Of the projects completed, the notable ones were the construction and completion of six 3-storey blocks of subordinate quarters at Somerset Road, the swimming pool and ancillary buildings at King George V Park which was opened during the second half of the year for public use. Six Public Outdoor Dispensaries were completed, and blocks of cooked-food stalls were erected in three markets, and improvements made to four other markets. One children's playground was constructed at the open space bounded by China/Pekin/Church and Telok Ayer Streets.

## PUBLIC WORKS AND ROADS

Owing to the need for economy and the freezing of certain development works during the latter half of 1959, expenditure was considerably reduced as compared with the previous year. Expenditure for the year amounted to almost \$12.5 million; of which \$1.25 million was spent on Education projects and a little over \$2 million on Medical and Health projects.

During the year two Primary Schools and one Secondary School were completed. A considerable amount of research was done preparatory to the design of new Primary Schools building types in order to achieve some economy in space and to provide quieter teaching conditions. Work is in progress for the building of St. Wilfred Road, Norfolk Road and Ayer Rajah Road Schools.

For the Medical Services, the following were completed:

- (a) Hospital for the Chronic Sick, Thomson Road;
- (b) Alterations to Burns Unit, General Hospital;
- (c) Block 'E' (Gynæcological Wing) Kandang Kerbau Hospital;
- (d) Installation of Refuse Incinerator, Kandang Kerbau Hospital;
- (e) Erection of a 250 K.V. Room, General Hospital; and
- (f) 120,000-gallon R.C. Water Tower at Tan Tock Seng Hospital.

The following construction works were also completed during the year:

- (a) Muslim Welfare Home at Jalan Eunus;
- (b) Post Office, Serangoon Garden Estate;
- (c) Post Office, Paya Lebar;
- (d) Micro-Wave Trunk Telephone System, Powerhouse and Terminal Building, at Fort Canning;
- (e) Quarters for 60 Housemen;
- (f) New Master Attendant's Pier;
- (g) 4 Blocks of 7-Storey Police Quarters, Duxton Plain.

A Labour Force of approximately 500 Unemployment Relief Workers were engaged by the P.W.D. for earthworks on proposed extension areas in the Airport.

*Roads*

Approximately 36 miles of new Agricultural Roads were completed during the year. This included 29 Culverts, six Wooden Bridges, and six Standard Rural-type Bridges. The main road to Kampong Pasir Malay School at Pulau Tekong was also completed in 1959.

The following Link Roads are now in progress:

- (a) Jurong Road/Chua Chu Kang Road and
- (b) West Coast Road/Jurong Road.

### *Drainage and Flood Alleviation*

Under the Geylang Flood Alleviation Scheme the following were completed:

- (a) Venturi Culvert at Aljunied Road;
- (b) Tidal Control Gate at Kallang Swamp;
- (c) A Drainage Channel from Kallang Swamp to Lorong Tai Seng together with 7 Concrete Pipe Culverts;
- (d) Earth Bund running from Lorong 3 to Aljunied Road.

One of the three Subsidiary Channels had a new sea-wall at the mouth of the Bedok River completed in connection with the Bedok Flood Alleviation Scheme.

The following projects are in progress :

- (a) Jetty at Pulau Sudong;
- (b) Jetty at Lazarous Island;
- (c) Reinforced Concrete Triplet Culvert and a Pilot Channel for the Ulu Pandan Drainage Scheme.

## PUBLIC AND PRIVATE BUILDING

### *Public Authorities Housing*

The City Council and the Singapore Harbour Board provide housing for many of their employees and the Public Works Department for officers of the Government.

### *Public Owned Houses*

	<i>Constructed in 1959</i>		
	<i>Dwelling Units</i>	<i>Cost (Million)</i>	<i>Total Units to end of 1959</i>
Singapore Improvement Trust ...	1,611	4.4	22,975
Public Works Department ...	494	3.94	9,660
City Council ...	108	.70	4,788
Singapore Harbour Board ...	—	—	5,681

*Private Building*

The Building Section of the Rural Board has been sited together with the Chief Building Surveyor's Department of the City Council and the submission of building plans has now been centralized as the two sections are now housed in the same building at Upper Pickering Street under the overall direction of the Chief Building Surveyor. Completed buildings in the City area in 1959 show a figure of 822 as against 765 in 1958. In the rural area, 1,161 buildings were completed in 1959 as against 958 in 1958. Comparative figures, together with graphs showing building progress, are appended hereunder.

## CITY COUNCIL SECTION

Comparative figures and statistics for the years 1958 and 1959:

<i>Subject</i>	<i>1958</i>	<i>1959</i>
Plans submitted ... ..	1,737	1,563
Plans approved ... ..	1,081	1,018
Plans Disapproved ... ..	67	84
Plans Cancelled ... ..	31	29
Plans of R.C. Details ... ..	529	406
Plans finalised ... ..	1,708	1,537
Plans under consideration ... ..	306	332
Buildings under construction ... ..	2,384	1,497
Buildings commenced ... ..	1,463	756
Buildings completed ... ..	765	822
Certificates of Fitness for Occupation issued	311	352
Certificates of Fitness for Sanitary Installation issued ... ..	1,151	866
Permits issued ... ..	2,251	2,686
Advertisement Licence issued ... ..	8,935	9,342
Garage Licence issued ... ..	262	254
Notices issued ... ..	1,759	1,702
Inspections of Buildings ... ..	27,123	28,800
Houses demolished on C.C. land as requested by City Assessor ... ..	16	—
Houses demolished under Section 169 of the L.G.O. 1957 ... ..	—	6
Houses demolished under Section 249 and 256 of the L.G.O. 1957 ... ..	—	—
Unauthorised erections demolished under Section 166 of the M.O. ... ..	—	8
Health Officer's Reports dealt with ... ..	169	116
Summons Cases decided ... ..	1,414	1,402

An analysis of works completed shows a total of 822 completed buildings in the tabulated groups below:

<b>A—Residential or Partly Residential Bungalows</b>			
or detached houses	...	...	146
Semi-detached houses	...	...	223
Terrace houses	...	...	89
Terrace Flats	...	...	21
Shophouses	...	...	7
Shops and Flats	...	...	90
Flats	...	...	28
Telephone Exchange and flats	...	...	3
Staff Quarters	...	...	5
Consulate Building and Quarters	...	...	6
Institution house	...	...	1
Hotel	...	...	1
Garages	...	...	2
			<hr/>
<b>B—Business Premises</b>			622
Offices	...	...	7
Offices and shops	...	...	7
Offices and stores	...	...	2
Store	...	...	1
Lock-up Shops	...	...	3
Cinemas	...	...	3
Garage	...	...	1
Petrol Service and Filling Stations	...	...	2
			<hr/>
<b>C—Industrial</b>			26
Workshop	...	...	1
Godown	...	...	1
Factories	...	...	25
Printing Press	...	...	1
			<hr/>
<b>D—Educational, Religious and Social</b>			28
Residential College	...	...	1
Students' Hostel	...	...	1
Schools	...	...	7
Extension to schools	...	...	2
Lecture Hall	...	...	1
Canteen	...	...	1
Churches	...	...	3
Temples	...	...	4
Hospital Ward	...	...	1
Clubhouses	...	...	3
			<hr/>
<b>E—Other Buildings</b>	...	...	7
			7
<b>F—Additions and Alterations</b>	...	...	115
			115
			<hr/>
<b>Total</b>	...	—	822

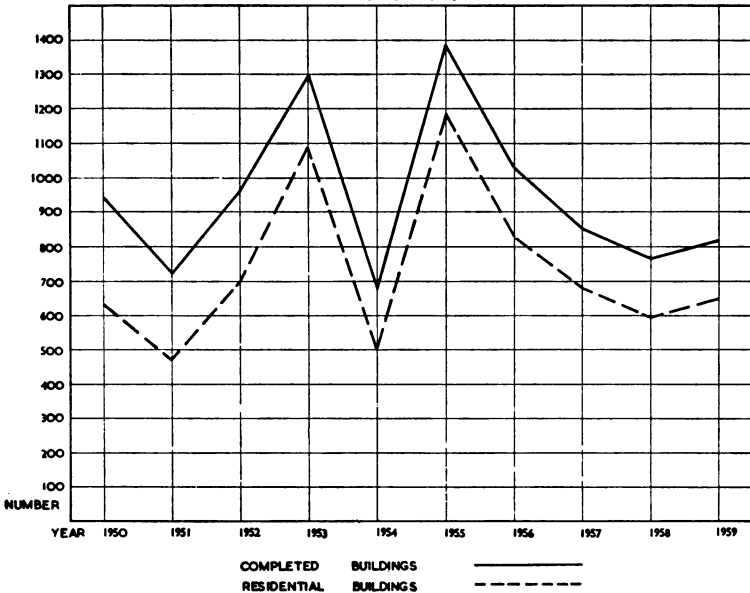
622 Dwellings comprising 992 units.

## RURAL BOARD SECTION

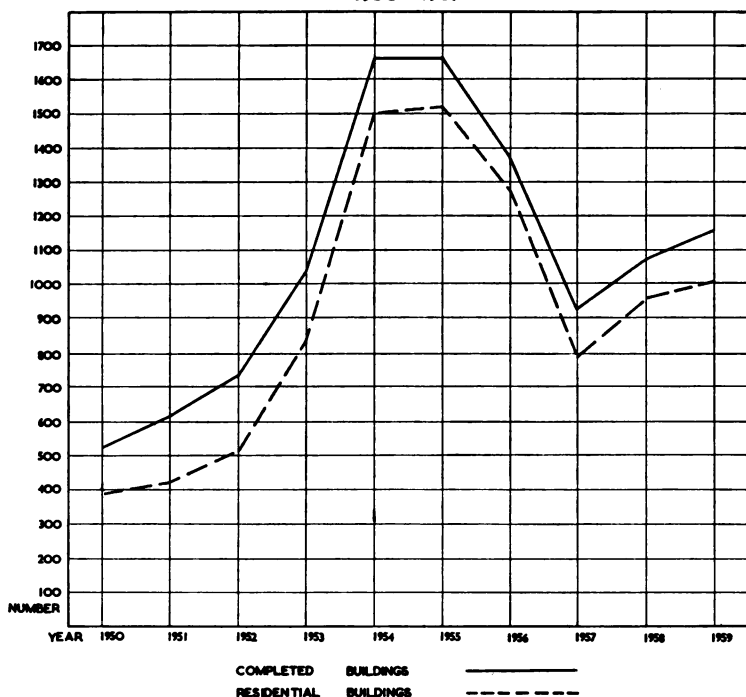
## STATISTICS FOR THE YEAR, 1959

Plans Submitted	...	...	...	731
Plans Approved	...	...	...	561
Plans Disapproved	...	...	...	Nil
Plans withdrawn	...	...	...	28
Plans under consideration	...	...	...	142
Buildings completed	...	...	...	1,161
Certificate of Fitness for Occupation issued	...	...	...	124
Permits issued	...	...	...	2,318
Notices issued	...	...	...	539
Summons Cases decided	...	...	...	320

GRAPH SHOWING COMPLETED BUILDINGS  
CITY COUNCIL  
1950 - 1959



**GRAPH SHOWING COMPLETED BUILDINGS  
RURAL BOARD  
1950 - 1959**



## PLANNING AND HOUSING

Not long after the foundation of the Settlement of Singapore in 1819, the need for planned development became apparent. Early plans for the Settlement predicted the close pattern of streets in the present city centre, the reservation of sites for Government use, and the division of the Settlement according to the racial organs of the population.

As a result of the rapid population growth, both by immigration and natural increase, there had been created by the 1920s a large and complex urban area about the port, with village settlements at strategic points on the coastline and at road junctions in the hinterland. In order to control and plan further development, the

Government enacted in 1927 the Singapore Improvement Ordinance, whereby was constituted the Singapore Improvement Trust, which began its life as an authority with the functions of preparing improvement schemes and controlling the disposal and development of land on the Island. The improvement schemes undertaken by the Trust involved the construction and reconstruction of dwellings and other buildings, and in course of time the Trust took on the functions of a public housing authority as well.

Although certain byelaws relating to the development of land are operated by local authorities, control of development of Singapore Island is the responsibility of the Singapore Improvement Trust. In discharging its functions, the Trust works closely with central and local government departments and is represented on various committees concerned with planning and takes an active part in all research projects bearing on the use of land and building.

Until 1952, statutory control of land and building use was exercised by the Trust through the medium of the General Improvement Plan, an accurately-drawn cadastral, and to some extent topographical, record of planning decisions. The Plan comprises some 1,500 sheets at scales of 1, 4 and 8 chains to an inch; the detailed one chain general coverage is being gradually extended from the urban area over the whole Island. The Plan is on sale to the public and constitutes a valuable aid to intending developers.

During 1959, 1,693 applications for permission to sub-divide and develop land or change the use of land or buildings on the Island were considered by the Trust; 721 were approved and 253 disapproved; 156 were still under consideration at the end of the year. Each application is the subject of consultation with all interested central and local government departments and of consideration by the Planning Committee and the Board of Trustees. As a repository of a large store of accurate information, the Trust is required daily to answer many requests regarding the disposal and use of particular parcels of land. For the year 1959, 1,815 answers to legal enquiries were given.

Whilst the General Improvement Plan is an invaluable record of the existing and approved use of particular areas of land and an excellent means of exercising development control, the need to relate development control work to an overall land use plan was soon felt. The result was the appointment in 1952 of a Master

Plan Team entrusted with the duties of preparing a Master Plan for the whole Island of Singapore. A draft Master Plan was submitted in late 1955 to Government followed by a public exhibition and inquiry in early 1956. Objections to and representations on the Plan were received by Government which examined the Plan closely during the remainder of 1956 and 1957. On 8th August, 1958, Government gave final approval to the Master Plan for Singapore. The approved Master Plan comprised a series of maps covering the various parts of the Island indicating proposed uses and included a statutory document called the Written Statement.

The basic principle of the Master Plan is the containment of the City within the green belt (to be used for playing fields, public parks, agriculture and other open uses), further development to take place by the construction of new suburbs to complete the urban area within the green belt, by the redevelopment of dilapidated central areas, and by the expansion of established rural villages and the creation of three large new towns at Woodlands, Bulim and Yio Chu Kang in the north, west and centre of the Island respectively. It is the intention that each of these new towns should have a corporate life of its own separate from that of the City. A further basic principle of the Plan is the allocation to each centre of population, whether it be a village, a suburb, a town or a district of the city, of community centres, open spaces, post offices, clinics and other community buildings, to provide for the needs of the people near their homes.

As the approved Master Plan covers the whole Island of Singapore, detailed plans are required in respect of the relatively undeveloped areas designated as Rural Centres and New Towns. Such detailed plans would be submitted for Government's approval as additions to the Master Plan. The Master Plan is also required to be reviewed quinquennially. The work of carrying out surveys and research of all factors affecting land use and of its analysis so that necessary or desirable additions or alterations to the approved Master Plan can be done at the appropriate time, is the responsibility of the Trust Planning Department.

Draft zoning plans for the Woodlands and Yio Chu Kang New Towns and the Changi/Bedok addition town map area are in an advanced stage of preparation and these draft plans when completed will be submitted for the consideration of Government as additions to the Master Plan.

No new major surveys were carried out during the year; work on survey and research was confined in the main to the analysis of the results of the 1958 Rural Land Use Survey carried out jointly by the Planning Department and the Department of Geography, University of Malaya including the mapping of the land-use information on 4-chain scale maps, and to the analysis of the results of the 1957 Census of Population. The rural land use maps at 4 chains to an inch provide valuable information for the preparation of the detailed plans for villages and other rural settlements, and are of assistance to Development Control work in the consideration of development applications in the rural area. The 1957 Census of Population had indicated a need to consider a revision of the residential densities prescribed in the approved Master Plan. Careful thought has been given to this matter and proposals for an interim revision of the Master Plan densities pending the full review of the Master Plan were under close study during the year.

The Trust Planning Department is also responsible for the preparation of detailed plans in interpretation of the Master Plan's broad proposals including proposals for Central Area redevelopment and traffic improvements. Planning work on Central Area redevelopment was confined to the preparation of schemes for parts of Central Area precincts in order that private development applications may be dealt with. Fourteen detailed proposals for the improvement of major traffic routes and junctions zoned in the Master Plan were prepared and adopted for control purposes.

The Trust continued throughout the year to be the recognised public housing authority within the island. The Singapore Improvement Ordinance under which the Trust was constituted in 1927 provides for an eleven-member Board of Trustees, including a Chairman and three unofficials appointed by His Excellency the Yang di-Pertuan Negara; two unofficial representatives from the City Council, one unofficial representative from the Rural Board, and four officials namely the Deputy Secretary of the Ministry of Local Government, Lands and Housing, the Chairman, Rural Board, the Director, Public Works and the City Health Officer.

The Trust's main source of revenue apart from the rents of its estate are a two per cent Improvement Rate levied on properties throughout the island and an equivalent contribution from the Government. Trust development since 1948 has been dependent

on Government loan funds and by the end of 1959 the total expenditure financed from loan funds amounted to \$126 million approximately.

During the year 1959 with the impending change of Government the Trust completed 1,258 flats and maisonnettes, 259 terrace houses and 94 shops, bringing the total number of units and shops constructed up to the end of 1959 to 23,019 and 12 markets. The area of largest development was at St. Michael's Road where 1,143 units were completed. In addition 258 units were completed at Duchess Estate and 280 units at Kallang—a total of 1,611 units for the year.

As the official Government agency for public housing within the island, the Trust is responsible for all phases of its building work—the initial planning of schemes, earthworks and site preparations, piling and site testing, preparation of architectural and structural designs, tendering and letting contracts, detailed site supervision of contract works, liaison with the City, Rural and Government Departments on the provision of utility services and community services, and the maintenance of all properties after completion. The Trust maintains its own fleet of earthmoving equipment, its own trees and nursery to supply a variety of shrubs and trees to its completed estates, and a labour force to maintain the cleanliness of the estates.

The rapid natural increase in Singapore's population, estimated at approximately 55,000 per annum is making the housing problem more and more critical. A survey carried out after the inception of the present Government indicated that it will be necessary to construct 17,400 units a year for the next ten years in order to catch up with the back log of housing required for the rapidly increasing population and to clear the large number of people living in slums and obsolete properties within the central areas of the island.

Towards the end of the year arrangements were well in hand to implement Government's declared intention of abolishing the Singapore Improvement Trust and replacing it with a Housing and Development Board to concentrate on the erection of public housing on the one hand, and with the Planning Authority to provide for the planning and improvement of Singapore on the other. It is expected that, with the establishment of the Housing and Development Board early in 1960, construction of public housing will be appreciably increased.



Waterfront scene.

See Tho



# XI

## COMMUNICATIONS SERVICES

**S**INGAPORE, situated as she is at the southern tip of the Asian mainland, with all the major sea and air routes converging on and radiating outwards in all directions from her, must and continues to offer an up-to-date communications service, not only to protect her entrepôt trade on which largely depends her economy at present, but also to maintain her position as a world centre and a tourist resort in the East.

As a natural deep-water harbour with first-class berthing and bunkering facilities available, Singapore is a regular port of call for ocean-going vessels between the East and West, and a convenient shipping outlet for Malaya and the neighbouring islands around the south.

Singapore can also justly be proud of her International Airport with a runway capable of handling any aircraft now flying in the world, and with all modern aeronautical facilities available to protect air navigation in this part of the globe, which of course includes up-to-date telecommunication and meteorological services.

The number of people employed in Singapore in these communications services is estimated at over 39,000, which is higher than in any other single industry within the State. Of this number, 10,600 are engaged in the shipping industry, 11,200 on road transport, over 1,200 on air transport and 13,600 in the manufacture of transport equipment, the rest being engaged in the telegraph, telephone and postal services.

When the newly elected Government of the people took office in June 1959 it was realised that a more rational distribution of departments under the various Ministers was necessary for efficient administration. Accordingly, as from October 1959, the Deputy Prime Minister was given charge of all the communications services in Singapore—i.e. Shipping and Aviation, Post, Cables and Telegrams, Roads and Rail Transport, and Telephones. The Singapore Harbour Board, which is also dealt with in this Chapter, was however placed under the charge of the Prime Minister himself.

## SHIPPING

The settlement of Singapore was founded by merchants in 1819 as a trading and shipping centre to handle the expanding trade between Europe and the Far East. In the early days the Singapore River was the centre of commerce and sailing ships entered the river to discharge and load their cargoes direct into warehouses built on the river bank. In the mid-nineteenth century some wharves were built at Tanjong Pagar but they did not prove popular and were little used.

The opening of the Suez Canal in 1869 and the evolution of the steamship about the same period resulted in a great increase in trade to the Far East in general and the number and size of ships calling at Singapore increased steadily. Because the number of berths in the Singapore River was no longer sufficient and the larger ships were unable to enter the river, interest was revived in the use of Tanjong Pagar as a berthing area. The Tanjong Pagar Dock Company which had been formed in 1864 undertook the construction of wharves and warehouses where all sizes of ships could safely berth and a dry-dock and machinery shops were built so that ships using the port could be repaired. These facilities were extended as trade increased until today there are over  $2\frac{1}{2}$  miles of berthing space which can accommodate 21 ocean going ships and six coastal vessels. There are now six dry docks in which all sizes and types of ships using Singapore can be docked for repairs and surveys. Control of the docks and wharves was taken over by the Singapore Harbour Board in 1913.

The old harbour in the Singapore River has today become a most important centre for the loading and discharge of lighters which are used to carry cargo to and from the many coasting and deep-sea ships which anchor in the Inner and Outer Roads. Of similar importance to lighters is Telok Ayer Basin which was opened at the turn of the century and provides berths for numerous lighters as well as being used as a base by the Customs and Fisheries Departments and the M.R.N.V.R.

Besides the Singapore Harbour Board wharves and docks, the Singapore River and Telok Ayer Basin the Port of Singapore today includes the installations of the Oil Companies on Pulau Bukom (Shell Oil Co.), Pulau Sebarok (Standard Vacuum Oil Co.), and at Tanjong Penjuru (Caltex Oil Co.), the Western Anchorage, Eastern Roads and the Rochor, Kallang and smaller rivers as far as they are navigable.

Passenger traffic can be handled at most of the S.H.B. wharves and the completion in 1957 of a modern passenger terminal at Tanjong Pagar gave Singapore the most up-to-date and rapid facilities for dealing with large numbers of passengers and visitors.

Work is now in progress on the construction of two new deep-water berths at Tanjong Pagar for the S.H.B. and the scheme plans for the ultimate construction of five more deep-water berths in the same area.

Control of shipping throughout the Port is exercised by the Master Attendant in his capacity as Port Officer under the provisions of the Merchant Shipping Ordinance. He is responsible for general Port conservancy, for the navigational aids in the Port and its approaches, for the various anchorages within the Port and the signal stations. The Master Attendant is head of the Marine Department of the Government of Singapore, responsible for the receipt of ships' arrival reports and the issue of port clearances, the Registry of Shipping, the engagement and discharge of seamen, and the examination of Masters and Mates. He is also President of the Pilot Board, Chairman of the Light Dues Board, Receiver of Wreck and Chairman of various other boards concerned with seamen.

## SHIPS

British ships may be registered at the Port of Singapore. Locally based sailing vessels which carry cargoes to Indonesia or the Federation of Malaya are licensed for this trade under the Merchant Shipping Ordinance. The Department of Marine also issues licences to boats plying for trade or business within the waters of the State.

## SHIPS REGISTERED AND LICENSED AT SINGAPORE AS ON 31ST DECEMBER, 1959

	<i>No. of ships</i>	<i>Net Tonnage</i>
<b>British Ships</b>		
Permanent Registry (under Part I of the Merchant Shipping Act, 1894)—		
Steam ... ..	14	13,807
Motor ... ..	134	44,028
Sailing ... ..	87	14,243
Terminable Registry (under section 90 of the Act)—		
Steam ... ..	2	39
Motor ... ..	80	1,048
Sailing ... ..	14	629
<b>Licensed Vessels</b>	<i>No. of ships</i>	<i>Gross Tonnage</i>
Sailing ships ... ..	268	20,516
Cargo Boats ... ..	2,254	61,644
Passenger Boats ... ..	110	411

## ARRIVALS AND DEPARTURES OF MERCHANT SHIPS IN 1959

	<i>Entered</i>	<i>Cleared</i>	<i>Aggregate Net Registered Tonnage of vessels entered and cleared</i>
Ships on Foreign Going Articles over 75 net registered tons ...	8,391	8,378	63,912,519
Ships on Home Trade Articles over 75 net registered tons ...	1,086	1,077	1,365,327
Ships on Local Trade Articles over 75 net registered tons ...	1,247	1,257	573,394
Ships under 75 net registered tons and Native Craft of all tonnages ...	7,937	8,172	801,660
	<hr/>	<hr/>	<hr/>
Total ...	18,661	18,884	66,652,900
	<hr/>	<hr/>	<hr/>

All merchant ships must report their arrival to the Port Officer and before leaving they must obtain a port clearance.

H.M. Yacht *Britannia* with H.R.H. the Duke of Edinburgh on board visited Singapore from 22nd–25th February, 1959. Thirty-eight visits to the port by Royal Navy and Commonwealth warships and fleet auxiliaries took place during 1959. Ten warships and fleet auxiliaries of other nations also visited Singapore during 1959.

### *Shipping Services*

Frequent passenger and cargo services are maintained by many shipping lines to all parts of the world. Most of the important shipping companies maintain agencies in Singapore, and the Far East Freight Conference has a Secretariat. Two ships made a total of four voyages to Jeddah with pilgrims from Singapore and the Federation of Malaya.

The Straits Steamship Company is the largest local shipping company. With its associates it owns 57 vessels. Regular passenger and freight services are operated by this and other shipping companies to Burma, Indonesia, Thailand, Sarawak, North Borneo and the Federation of Malaya. The Malayan Stevedoring and Transportation Company operates a fleet of tugs and sea going lighters.

## CREWS

The local laws relating to seamen are basically the same as in other parts of the British Commonwealth but there are many modifications to suit the very mixed seafaring population of the State. It is now estimated that there are approximately 7,000 Singapore seamen employed at any one time. Crews are signed on and off Articles of ships in the Shipping Office of the Marine Division. The Shipping Office is responsible for ensuring that ships are manned in accordance with the Merchant Shipping Ordinance and various other matters are dealt with incidental to the clearance of ships from port and the transit of seafarers.

During the year 16 Singapore seamen were returned to Singapore and 34 distressed British seamen were received and repatriated to various Commonwealth ports or found employment.

## SHIPPING OFFICE

		1956	1957	1958	1959
Articles opened	...	509	526	560	477
Seamen signed on—					
European	...	1,522	1,399	1,426	1,479
Asian	...	12,671	14,520	15,391	12,355
Seamen signed off—					
European	...	1,473	1,390	1,480	1,529
Asian	...	12,770	14,631	15,538	12,770

## SHIPPING CASUALTIES

A total of 103 shipping casualties were reported during the year. A preliminary enquiry was held on 21st August, 1959 into the loss of the m.v. *Aik Hin*, Official No. 196212, Port of Registry—Singapore.

## EXAMINATION OF DECK AND ENGINEER OFFICERS

The certificates issued by the Minister for Commerce and Industry during the first half of 1959 and the Minister for Finance and the Deputy Prime Minister thereafter have international recognition. Arrangements exist with the Ministry of Transport in the United Kingdom for ensuring strict uniformity between State certificates of

Imperial Validity and those issued elsewhere in the Commonwealth. Examinations are conducted by the Marine Department for deck grades and by the Marine Surveys Department for engine-room grades.

<i>Internationally Valid certificates</i>	<i>Examinations conducted</i>				<i>Certificates issued</i>			
	1956	1957	1958	1959	1956	1957	1958	1959
Foreign-going Masters and Mates ...	11	6*	—	13	4	1*	—	7
Engineers ...	30	36	36	25	3	8	—	—
<i>Local Certificates</i>								
Deck Grades ...	208	89*	—	744	61	45*	—	499
Engine room Grades ...	217	327	308	301	144	110	154	142

\* Examinations temporarily suspended from May 1957, due to shortage of staff in the Marine Department.

#### SIGNAL STATIONS

The three signal stations situated at Mt. Faber, Fullerton Building and Tanjong Berlayer functioned efficiently throughout the year. The new Fullerton signal station commenced operations in May 1959 and has proved itself very useful in keeping contact with ships in the Eastern anchorages.

The number of visual messages handled by the three signal stations were 2,847 for the year. Arrival and departure reports numbering 21,819 were passed to ship-owners, agents and various port authorities.

The number of subscribers to the Government Signal Service now stands at 68.

#### NAVIGATIONAL AIDS

The Marine Department is responsible for four lighthouses within the Port limits, Horsburgh Lighthouse, 33 miles to the east of Singapore and Pulau Pisang Lighthouse, 43 miles to the west, as well as 20 light beacons and 31 unlit beacons, 10 light buoys and 15 unlit buoys.

The following alterations to beacons, buoys and lights were completed during the year:

A light buoy was established to replace No. 9A Beacon off Pulau Bukom after the beacon had been damaged beyond repair by collision.

Lights were established on Empire Buoy and Tembaga Buoy in Keppel Harbour.

The light on No. 36 beacon was moved to No. 35 beacon, and the topmark from No. 35 beacon was moved to No. 36.

The light on Outer Shoal Beacon was altered from white to red.

No. 34 beacon was moved to a new position marking the seaward end of the new line of Wrecks at Tanjong Pagar.

The light on one buoy was changed from gas to electric operation.

Radar reflectors were established on three lighthouses, two beacons and two buoys.

Lighthouse and beacon structures are maintained by the Public Works Department.

### *Hydrographic Surveys*

During the year theodolite observations were taken to establish the secondary triangulation stations of the port.

In April a survey covering an area of 390,000 square yards was carried out to determine the depths of water in the vicinity of the wreck *Heogh Transporter* after this wreck's removal.

During June a close survey to determine the depths of water near the turning buoy off Tanjong Penuru was carried out for Caltex (Asia) Ltd., covering an area of about 42,500 square yards.

In July and August a survey was carried out off the berths at Pulau Sebarok at the request of Standard-Vacuum Oil Company. Soundings were taken over an area of about 90,000 square yards.

In August soundings were taken in Berlayer Creek.

On the 26th October observations of the sun were taken to confirm the orientation of the co-ordinate grid meridian.

### FIRES

On the 17th January an explosion occurred in a lighter loading butane gas cylinders in the Western Explosives anchorage. The lighter subsequently sank without loss of life.

Three minor fires occurred in ships during the year as follows:

22nd May—*Idomenus* (British)

21st August—*Schelde Lloyd* (Dutch)

24th December—*Khyber* (British)

All were extinguished quickly with the assistance of the Singapore Harbour Board fire brigade. An accident during the fighting of the fire in the *Schelde Lloyd* unfortunately resulted in the death of one of the Singapore Harbour Board firemen.

## SEAMEN'S WELFARE

Visiting and local seafarers continued to receive the assistance of officers of the Department in meeting and solving the varied problems which arise from their career. In one instance the Hong Kong and Indonesian crew members of a foreign-registered ship who were stranded in Singapore were successfully assisted in taking legal action in Singapore for recovery of their balance of wages and repatriation to their home ports.

The Seafarer's Welfare Board, under the chairmanship of the Director of Social Welfare, continued its work of co-ordinating welfare facilities for seafarers in the State and administration of the Singapore Mercantile Marine Fund. During the year the Board made the following grants from the Fund:

	\$	c.
(a) Relief granted to aged seafarers and their dependants	224,322	31
(b) Grants to charitable organisations—		
Missions to Seamen ... ..	27,000	00
Norwegian Seamen's Mission ... ..	10,000	00
Singapore Seafarer's Entertainment Committee ...	4,500	00
Apostleship of the sea ... ..	4,000	00
Dutch Seamen's Mission ... ..	875	00
(c) Grant to S.A.T.A. ... ..	25,715	00

Voluntary bodies engaged in seamen's welfare work continued their valuable work throughout the year.

## SAFETY

*Ship Survey*

The safety and loadline requirements in the State are based on International Conventions of 1929, 1930 and 1948.

These have their local expression in an exceedingly complex set of rules. All Safety Convention passenger ships, and cargo vessels of over 500 tons gross on International Voyages in State waters are thus surveyed and certificated to the same standards as in the world's leading maritime States and smaller vessels outside the scope of the above conventions are similarly treated as far as is practicable.

Apart from the international requirements for larger ships there are two international agreements of more local validity: the Simla Rules of 1931 which apply to ships carrying unberthed passengers between Singapore, Ceylon, Hong Kong, India and Indonesia, and agreements with Thailand, Indonesia, and Indo-China made in 1935 at the instance of the Straits Settlements Government applying to loadline ships trading between these countries.

Statutory surveys in the State are undertaken by the Marine Surveys Department and vary in extent from an exhaustive and specialised inspection of the entire structure, machinery and equipment in drydock and afloat, to the examination of some minor component. From a small beginning in 1861 when a surveyor was appointed primarily for the tonnage measurement of ships the present department has grown in response to increasingly rigorous international safety requirements.

There are now seven surveyors and one Superintendent of Government Vessels and Launches on the establishment working under the direction of the Surveyor-General of Ships.

In addition to survey work in the port the Department is also responsible for conducting examinations for ships' engineers and engine drivers for certificates of competency, for the technical maintenance of all Government-owned vessels, professional advice to Government departments and for supervising the construction and repair in Singapore of all vessels owned by the Governments of the State, the Federation of Malaya and other Governments and bodies who require the services of the Department.

#### SHIP SURVEYS AND INSPECTIONS, 1959

Passenger and Safety Certificates	...	...	53
Safety Equipment Certificates	...	...	125
Loadline Certificates	...	...	44
Bottom Certificates	...	...	16
Certificates of Survey for Tonnage	...	...	41
Life Saving Appliances, Lifeboats, Buoyant Apparatus			43
Lights and sound signals	...	...	194
Radiotelegraphy and Radiotelephony Certificates	...	...	309
Petroleum Certificates	...	...	105
Miscellaneous Safety Surveys	...	...	200
Minor Surveys and Inspections (Government Vessels)	...	...	900
Certificates of Inspection (Partial Surveys)	...	...	23
Shipping Casualties	...	...	76
Lifejackets manufactured and tested	...	...	8,100
Pilgrim Ship Certificates	...	...	4

#### THE SINGAPORE HARBOUR BOARD

The provision of harbour facilities in Singapore was commenced in the middle of the nineteenth century by a number of companies which later amalgamated into a single enterprise in 1899. The services provided by the company proved grossly insufficient to meet the increasing shipping requirements and the Government took over the business of the company in 1905.

Later, on the 1st July, 1913, the Singapore Harbour Board was constituted as a statutory body under the Ports Ordinance to manage the affairs of the Port on commercial principles, and this principle has been followed by the Board ever since. The Board consists of a Chairman (who is also the General Manager) and ten other members representing shipping and commercial interests who use the facilities which the Board provides.

In this historical year when Singapore attained self-government the Singapore Harbour Board can proudly look back upon 45 years of service to Singapore and the shipping which uses this great international port and can fairly say that the Board's present installations are amongst the most up-to-date and best equipped in the world.

#### TRAFFIC DEPARTMENT

Cargo (including coal, fuel and vegetable oils) handled over the wharves during the year ended 31st December, 1959 amounted to 5,468,516 tons, representing a decrease of 81,087 tons or 1.5 per cent compared with the previous year. Excluding coal, fuel and vegetable oils, however, the tonnage of cargo handled at 3,988,807 tons represents an increase of 142,429 tons or 3.8 per cent over the previous year.

The number of vessels berthed alongside the cargo working wharves was 3,882, representing an increase of 154 over 1958, whilst the nett registered tonnage of these vessels at 13,045,425 was 504,498 tons more than the previous year, constituting a record for the Board.

During the year the Federation of Malaya Government permitted the export of Mersawa and White Meranti logs and consequently a promising export trade in this commodity through the port appears to be developing.

A new passenger terminal and jetty at Jardine Steps, facilitating traffic between Singapore and the neighbouring islands, was opened in May 1959.

The old Gate No. 3 at Keppel Road was closed and a new Gate leading into Main Entrance Road was opened in June 1959. The new gate has increased facilities for checking loaded vehicles, thus effecting a more rapid clearance of goods from the port area.

Two single godowns, each comprising a floor area of approximately 33,000 square feet, were built to replace the four outmoded godowns Nos. 23, 24, 25 and 26 on the South Wall of the Empire Dock, resulting in the provision of additional covered storage space.

The Singapore Cement Industrial Co. Ltd.'s bulk cement handling plant, with a storage capacity of 10,000 tons of bulk cement, and erected on the West Wharf, was opened in March 1959.

The Board's tug *Pitho* sank, with the loss of five lives, at Keppel Heads following a collision with the s.s. *Takashima Maru* on 7th February, 1959.

The Board's Fire Brigade answered 142 calls during the period under review.

#### DOCKYARD DEPARTMENT

The effects of the world-wide recession in the ship repair industry were not so severe as anticipated and vessels with a gross tonnage of 1,170,207 were drydocked for repairs during the year, representing a decrease of only 10 per cent compared with 1958. The Dockyard labour force was, nevertheless, kept fully employed throughout the year.

A 10-ton electric fixed Monotower crane was erected at the Tanjong Pagar Dockyard. A plate folding and bending machine was installed at the Platers Shop, Keppel Harbour, resulting in a greatly enhanced output.

Work was commenced in the Keppel Dockyard on the construction of a diesel-powered twin-screw tug to replace the s.t. *Pitho*, with an estimated launching in early 1960.

The Board's subsidiary company at Tanjong Rhu, The Singapore Slipway & Engineering Co. Ltd., was fully employed, slipping a total of 153 vessels during the year.

#### ELECTRICAL DEPARTMENT

Electrical energy purchased for distribution over the Board's system during the year 1959 amounted to 15,163,704 units. No electrical energy was generated in the Board's own power station during the year, but the station was maintained in a state of readiness throughout the year in case of emergency.

A new substation was built and commissioned at East Wharf in preparation for the East Wharf Development Scheme, and additions to the telephone service, in this connection, were completed at the same time.

V.H.F. Radio-telephony equipment, linked with the Board's telephone exchange, was installed in three of the Board's fire engines, the fire float, and five of its tugs and launches.

The electrical workshop and ship repair staff were fully employed throughout the year. A number of radio installations aboard ships were modernised to conform to the latest regulations. Work was carried out on a number of turbo-electric tankers, including repairs to main motors, main auxiliary generators, cargo pump motors and control units for main propulsion machinery.

The Board's salvage tug *Griper* was equipped with marine radar during the year.

Navigational aids serviced included 163 gyro compasses, 29 automatic pilots and 47 marine radar sets.

#### CIVIL ENGINEERING DEPARTMENT

The Civil Engineering Department was responsible for the construction of the two large godowns on the South Wall of the Empire Dock referred to in the section pertaining to the Traffic Department. Concurrently with this work, considerable improvements were carried out to the roadways and railway tracks behind these godowns.

The Department likewise planned and supervised the construction of the New Gate No. 3, including the cargo checking shed and exit road, and the new jetty at Jardine Steps, together with the passenger terminal building and car park, referred to elsewhere in this report.

During the latter part of the year work was commenced on the construction of five new blocks of flats, one for senior staff, one for police constables and three for artisans.

Work was also commenced, on behalf of the City Council, on the construction of a large reinforced concrete culvert located through Board's land from Keppel Road emitting into the sea between Godowns 14 and 15 at West Wharf as a flood relief measure for the Radin Mas area.

Work proceeded on the East Wharf Project, which will provide four additional deep-water berths for cargo-working. Dredging and the re-positioning of hulks at East Lagoon was well in hand by the end of the year and good progress was made with the manufacture of pre-cast reinforced concrete piles and units and the procurement of plant and materials for constructional work which is scheduled to commence in early 1960.

## PERSONNEL AND WELFARE DEPARTMENT

The average number of patients in the Sick Bay during the year was 26. Meals supplied by the Central Kitchen to the Waterside Labour Force average 10,104 per day.

In addition to the two dispensaries where employees receive medical treatment, the Board continued to operate three dispensaries in its main housing estates for the treatment of employees' wives and children and these dealt with 8,448 cases during the year.

## POLICE DEPARTMENT

The routine activities of the Force continued to be satisfactorily maintained during the year. The authorised strength remained at 338 all ranks and the actual strength at 31st December, 1959 was 318. Five recruits were enlisted and ten other ranks left the Force during the year for varying reasons. Five Senior N.C.O's attended a six months' course of training with the Singapore Police Advanced Training Unit and were subsequently appointed as Probationary Inspectors.

Police reports recorded during 1959 covering all occurrences totalled 2,048. There were 285 reports for offences classified as theft.

The Marine Patrol carried out 5,936 checks on lighters and small craft and identity documents of 10,222 persons employed or travelling on these vessels were examined.

3,900 ocean-going vessels were visited during the year for supervision of arms, explosives and dangerous cargo, whilst some 537 man hours were spent by members of the Force in guarding arms and explosives stored on vessels at the wharves.

## CIVIL AVIATION

The general pattern of airline operations at Singapore Airport in 1959 and the major international airline operators continued their normal services with the exception of the Union of Burma Airways which ceased operations to Singapore in June.

B.O.A.C. introduced their Comet IV services through Singapore in June and Qantas operated their Boeing 707s in November. Malayan Airways introduced two Viscounts on their services in December and Cathay Pacific Airways replaced their DC6s with Electras in August.

The companies operating schedules and their frequencies for 1959 were as follows:

	<i>Services Per Week</i>	
	<i>Arrivals</i>	<i>Departures</i>
British Overseas Airways Corporation	18	19
Qantas Empire Airways ...	6	6
Malayan Airways ...	53	54
Pan American World Airways ...	4	4
Japan Airlines ...	3	3
K.L.M. Royal Dutch Airlines ...	1	1
Air Ceylon ...	1	1
Air India ...	4	4
Cathay Pacific Airways ...	6	6
Garuda Indonesian Airways ...	7	7

The Air Trouping contract which was held by Airworks Ltd. was taken over by Hunting Clan.

#### TRAFFIC STATISTICS

<i>Passengers</i>	<i>Disembark</i>	<i>Embark</i>	<i>Transit</i>	<i>Total</i>
1958 ...	114,517	116,809	22,470	253,796
1959 ...	129,189	122,786	27,097	279,072
Difference ...	+ 14,672	+ 5,977	+ 4,627	+ 25,276

<i>Percentage over</i>				
1958 ...	+ 12.86%	+ 5.1%	+ 20.6%	+ 10%

<i>Freight (in kilos)</i>	<i>Set Down</i>	<i>Picked Up</i>	<i>Total</i>
1958 ...	1,375,210	3,825,770	5,200,980
1959 ...	1,537,085	3,427,405	4,964,490
Difference ...	+ 161,875	- 398,365	- 236,490

<i>Percentage over 1958</i>	+ 11.8%	- 10.4%	- 4.5%
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<i>Civil Mail (in kilos)</i>	<i>Set Down</i>	<i>Picked Up</i>	<i>Total</i>
1958 ...	652,438	622,906	1,275,344
1959 ...	692,231	627,739	1,319,970
Difference ...	+ 39,793	+ 4,833	+ 44,626

<i>Percentage over 1958</i>	+ 6.1%	+ .8%	+ 3.5%
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On passenger traffic there was an overall increase of 10 per cent with a 20.6 per cent increase in transit passengers.

Freight was down by 4.5 per cent on the overall volume handled.

Civil mail showed an increase of 3.5 per cent.

**LICENSING OF AIR AND GROUND CREWS AND  
AIRCRAFT CERTIFICATION**

*Licensing*

The Licensing Section of the Department is responsible for the registration of aircraft, the issue and renewal of Aircrew Licences and the conducting of examinations for professional pilots and aircrew. The papers for these examinations are prepared and marked by the examiners of the Ministry of Aviation in London.

Examinations for private pilots in Air Legislation, Navigation and Meteorology, Aircraft Rating (Special or General) and Radio are set and marked by this section. Examinations for professional pilots in Air Legislation, Flight Rules and Procedures are also set and marked by this Department.

During the year 1959 the number of aircraft registered and professional and private aircrew licences issued or renewed are shown below:

<i>Type of Licence</i>		<i>Issues</i>	<i>Renewals</i>	<i>Registered</i>
Certificate of Registration	...	3	—	16
Student Pilot's Licence	...	59	4	288
Private Pilot's Licence	...	26	14	176
Commercial Pilot's Licence	...	4	45	63
Senior Commercial Pilot's Licence	...	3	3	16
Airline Transport Pilot's Licence	...	5	102	62
Flight Navigator's Licence	...	—	2	4
Flight Engineer's Licence	...	—	1	2
Flight Radio Telephony Operator's Licence (General)	...	2	—	76
Aircraft Radio Telephony Operator's Licence (Restricted)	...	22	13	83
Aircraft Radio Maintenance Engineer's Licence	...	—	2	2
First Class Flight Radio Telegraphy Operator's Licence	...	—	—	4

During the year a total of five aircraft were removed from the Singapore Register. Of these two were Austers belonging to the Sarawak Co., and Union Ltd. The remaining three were a Dakota belonging to Malayan Airways and a Cessna 170 and a Tiger Moth which belonged previously to the American Asiatic Shipping Agency and the Royal Singapore Flying Club respectively.

Two new aircrafts were added. There were a Viscount 760D and a Cessna 172.

*Aircraft Certification*

The Air Registration Board is responsible to the Director of Civil Aviation for the issue and renewal of the following certificates :

<i>Certificates of Licence</i>	<i>Total Carried Out</i>
Inspection of aircraft prior to renewal of Certificate of Airworthiness ... ..	39
Inspection of aircraft prior to extension of Certificate of Airworthiness ... ..	10
Validation of aircraft maintenance engineers licences ...	54
Issue and renewal of aircraft maintenance engineers licence	78
Type and General technical Examination (Pilots) ...	20
Aircraft maintenance engineers licence examination ...	31
Performance Examinations (Pilots) ... ..	57
Modifications and Concessions to aircraft approved ...	35

## OPERATIONAL SERVICES

*Air Traffic Control*

The Air Traffic Control Centre functioned in the same capacity as last year in regulating and expediting the safe flow of air traffic within the Singapore Flight Information Region. During the year all advisory routes over the Federation of Malaya mainland were upgraded to airways to provide for the high level jet aircraft that were in operation in the latter half of the year.

For the same reason Oceanic Control areas were established on the Singapore/Darwin and Singapore/Djakarta/Darwin routes.

High level holding areas were established at Johore Bahru and Kuala Lumpur and additional air spaces established adjacent to Hong Kong and St. John's low level holding areas to contain flight paths for jet aircraft carrying out high level descents into Singapore Airport.

With the upgrading of the Advisory Routes to Airways as stated, only three Advisory Routes remained in the Singapore Flight Information Region. These are routes to Saigon, Hong Kong and Manila. Owing to the improved situation in 1959 of the emergency in the Federation of Malaya very few danger and restricted areas were promulgated and subsequently very little restriction and inconvenience were experienced by Airline Operators.

*Communication and Navigation Facilities*

The Telecommunications Department continued to provide and improved on the facilities.

The Aeronautical Telecommunications Services comprised of:

- (a) communications with aircraft in flight within the Singapore Flight Information Region by means of radio-telegraph and radio telephone circuits;
- (b) point to point communications within the Fixed Telecommunications network by means of radio-teletype through Bangkok, Djakarta, and Sydney and radio-telegraphy through Labuan, Kuching, Colombo, Madras and to any part of the world inter-linked by airlines services;
- (c) provision of and maintenance of aero-navigational aids such as beacons, radio aids and direction finding equipment.

The number of messages handled for the Air Traffic Control and for the Airline operating agencies at the Singapore Airport on all the above channels averaged 920 per day.

In order to provide better air-ground-air communication coverage for flights over Sarawak and Borneo territories, a "sub-Flight Information Region" was established by the Borneo Aviation Authorities which covered the whole of the Borneo territories.

Site work and installation of the V.H.F. Omni-Range on Lazarous Island was completed during the year. The equipment is to be calibrated in early April 1960 and will then be put into operation.

#### *Airport Fire Service*

The fire service maintained its high degree of efficiency during the year and regular practices and exercises were carried out with the co-ordination of outside organisations. The fire service turned out on the following occasions:

		<i>No. of calls</i>
Aircraft accident or fire ...	...	5
Aircraft emergency ...	...	3
Visibility Standby ...	...	5
Local Standby ...	...	68
Domestic Fires ...	...	16
Special Service ...	...	144
Practice, test or drill ...	...	6
Refuelling Standby ...	...	190
		<hr/>
		437
		<hr/>

*Operational Planning*

The construction of the Operations building is progressing satisfactorily.

Intensive detailed planning of space allocation and the equipment requirements together with the provisions for installation have been finalised and it is hoped that the building will be occupied sometime towards the end of 1960.

During the early part of the year airline representatives have been having meetings with this Department to meet the Airport requirements on the introduction of jet civil aircraft to replace piston-engined aircraft.

This Department is aware of the recommendations of I.C.A.O. requirements at the meeting held in Rome in January of 1959 as officers from Singapore were present and had actually planned to carry this out. These would be:

- (a) the extension of the runway and taxiway;
- (b) additional parking requirements;
- (c) modification of refuelling system;
- (d) additional facilitation requirements;
- (e) new ATC procedures.

To meet these additional requirements and in particular for the new ATC procedures, the A.I.S. had to draw out new holding areas to conform to the needs of the jet aircraft and the promulgation of controlled airspaces.

**STAFF TRAINING**

At the beginning of the year this Department was assisted by Colombo Plan experts to train the staff in ATC and Aeronautical Communication. As their terms of office expired in September, a request for their extension was approved for another year. In re-organising the licensing section it was desirable for one of the Department's local senior officers to proceed overseas for the necessary training and in the absence of this officer in Australia, arrangements were completed for a licensing officer of Director-General of Civil Aviation Australia under the auspices of the Colombo Plan to assist this Department for one year. This officer

arrived in September and is busily engaged in reviewing the Licensing Regulations. It is unfortunate that the senior local officer who was due to proceed to Australia for the necessary training could not do so but there will be a possibility of his departure early next year.

### MALAYAN METEOROLOGICAL SERVICE

The Malayan Meteorological Service is a pan-Malayan department financed jointly by the Governments of the Federation of Malaya and the State of Singapore and with headquarters in Singapore. The Governments of the British territories in Borneo also pay towards the annual cost of the service in return for the provision of meteorological services for aviation in the British Borneo Region.

The Service maintains ten first order meteorological stations and 43 auxiliary stations in the Federation of Malaya, and one first order station in Singapore. The main Meteorological Office and the Upper Air Observatory are in Singapore while a dependent Meteorological Office functions at Kuala Lumpur Airport.

The Telecommunications Department operates all radio facilities for the collective broadcast of basic meteorological data from observing stations in Malaya, Singapore and British Territories of Borneo, and for the reception of similar data from all neighbouring countries in South-East Asia and West Pacific. More urgent meteorological information is exchanged with other meteorological services and aircraft by means of the aeronautical telecommunications service. Radar equipment for upper air soundings and storm detection are also maintained by the Telecommunications Department.

#### *Meteorological Services for Aviation*

Meteorological services for aviation continues to be the largest activity in the Department. The meteorological offices at Singapore and Kuala Lumpur are responsible for the provision of meteorological information necessary for the safe and efficient operation of aircraft within the Singapore Flight Information Region. During 1959 a total of 55,670 forecasts and 64,130 weather reports were supplied for aviation.

The coming of the jet age has brought into regular service high flying turbo-jet aircraft in Singapore and created new problems

in the field of aeronautical meteorology. Attempts are being made to solve these problems by research and improved techniques of high level forecasting.

### *Meteorological Services for Shipping*

Weather forecasts for the Straits of Malacca and South China Seas are broadcast twice daily for all ships operating in these waters. The Service maintains 17 'selected ships' based in Singapore. These ships are supplied with meteorological instruments and send regular weather reports to coastal radio stations in Singapore, Penang and Borneo. Selected ships from other countries also send weather reports while in the China Seas and Straits of Malacca. A total of 10,194 reports were received during 1959.

During the months of the north-east monsoon a special watch was maintained over the coastal waters of Eastern Malaya. Weather conditions over these areas were broadcast over Radios Singapore and Malaya, and a total of 173 weather bulletins were issued during 1959. In addition, warnings of strong winds, rough seas and swell were broadcast over the radio or communicated to interested agencies and departments in the Federation. Forty-six warnings were issued in 1959.

### *Other Services*

Weather forecasts, climatological data, and miscellaneous items of meteorological information were supplied to the press, Government departments, meteorological services in other countries, shipping companies, commercial firms, research workers and other interested organisations and individuals.

## METEOROLOGICAL RESEARCH

The storm warning radar at Kota Bharu was fully operative by the beginning of the 1958-59 north-east monsoon season and a meteorological officer from Singapore was seconded to record and study the storms common during this season over the east coast of Malaya. A similar study was carried out with the radar equipment at Singapore Airport and the results of the experiment were used to improve methods of forecasting storms over the east coast of Malaya during the monsoon.

## MALAYAN RAILWAY

The Singapore Railway Station which was built in 1932, is located at Keppel Road and approximately 16 miles of the Malayan Railway lie within the State of Singapore. The Railway Station building which is outstanding for its architectural features, contains an up-to-date hotel with air-conditioned rooms. There is a goods depot with covered and open space for dealing with freight which is conveyed to and from the Federation. A branch line links the Malayan Railway with the Singapore Harbour Board's lines serving wharves, godowns and latex and palm oil installations in the port area.

The main line of the Malayan Railway runs from Singapore to Kuala Lumpur, the capital of the Federation of Malaya (246 miles) and thence to Prai (a further 242 miles), the rail terminal on the mainland. The connection from Prai to Penang is by Railway Ferry. Day and Night trains connect Singapore with Kuala Lumpur, Ipoh and Penang. Through international express passenger train services between Prai and Bangkok run twice a week. The East Coast Line branches off the main line at Gemas, 137 miles north of Singapore, and runs to Tumpat, a distance of 465 miles from Singapore, with a through service thrice a week. Comfortable air-conditioned first class buffet and sleeping cars and cooled second class buffet cars now provided on all principal trains, are popular among all communities. Second class sleeping accommodation and third class coaches have been greatly improved.

The number of passengers entraining at Singapore for Federation destinations was:

			1957	1958	1959
1st Class	...	...	11,325	11,128	14,375
2nd Class	...	...	82,190	80,547	84,660
3rd Class	...	...	142,837	136,786	146,448

*Goods*

Forwarded from Singapore to the Federation (tons)	...	227,887	186,525	209,670
Received in Singapore from the Federation (tons)	...	228,261	231,643	254,141

Diesel Rail-cars have been introduced in the Federation, but these have not yet been extended to Singapore.

## VEHICLES

Motor Vehicles are registered under the Road Traffic Ordinance in the Registrar of Vehicles Department, formerly under the Singapore City Council, but brought under the direct charge of the Deputy Prime Minister in October 1959. The numbers of motor vehicles registered in Singapore during the last 3 years were as follows:—

	<i>Total Vehicles Registered on 31-12-58</i>	<i>Vehicles Newly Registered in 1959</i>	<i>Total Vehicles Registered on 31-12-59</i>
Buses, taxis and Commercial Passenger Vehicles	4,367	271	4,638
Goods Vehicles ...	12,443	609	13,052
Private Cars ...	53,521	4,373	57,894
Motor Cycles ...	12,253	2,053	14,306
Trishas ...	3,643	—	3,643
Tricycles ...	10,488	1,245	11,733
Bicycles ...	243,930	11,701	255,631
Trailers ...	130	—	130
Others ...	2,166	19	2,185

The number of motor vehicles increased during 1959 by 7,306 as compared with a 8,080 increase during 1958.

The total revenue collected was \$13,945,041.04 and the cost of collection was \$787,537.76. The latter figure includes the cost of an inspectorate which investigates and prosecutes offences, under rules and by-laws for the licensing and control of vehicles and drivers, and which examines vehicles for road worthiness. The former figure does not include the royalty paid by the Singapore Traction Company in lieu of fees.

At the beginning of the year there were 950 buses and 50 trolley buses with a combined seating and standing capacity of 48,129. By the end of the year these figures had increased to 969 and 50 trolley buses with a combined seating and standing capacity of 51,075. Omnibus services are operated by one public and 13 private bus companies. The increase in vehicles was not enough to cope with the increasing passenger demand and overcrowding continued in spite of the fact that new buses being registered have more seats than the old ones which they are replacing.

The number of taxis registered for the year was 3,044 as compared with 2,802 for 1958. All taxis are fitted with taxi-meters.

Inspections of motor vehicles totalled 46,500. Successful prosecutions were conducted against owners of vehicles found in a dangerous condition. Trisha inspections numbered 7,507.

The Vehicles Department has taken over the running of Car parks under the Parking Places Scheme vide Government *Gazette* Supplement No. S (N.S.) 91 of 4th September, 1959. The scheme is designed to help daily visitors to the busy commercial and administrative centre of the City. Members of the public can, on payment of the prescribed fee, park their vehicles for shorter or longer periods as the case may be, in a nearby area. Three car parks, with 613 spaces in all, were initially brought under the scheme. This is proving to be insufficient and it is intended to extend the scheme to further areas early next year. It is also proposed to introduce 'season tickets' for the benefit of office workers who regularly use these car parks.

## TELECOMMUNICATIONS

The services provided by the Telecommunications Department are threefold in nature as follows:

- (a) Telecommunication Services for the public and for commercial uses.
- (b) Services for the fulfilment of international obligations with regard to the safety of life at sea and in the air.
- (c) Services for other Government or quasi-government organisations either by the provision of special telecommunication facilities or the installation and maintenance of special electronic equipment to meet their needs.

With the exception of the local telephone system, which is managed by a Board, the Telecommunications Services in Singapore are under the control of the Director of Telecommunications, Singapore. 1959 was another year of progress for the Department and development of the services continued unabated.

The highlights of the year were the opening of the Singapore Terminal of the Malayan Microwave Trunk Telephone System on 26th September, 1959, by the Prime Minister of Singapore, Mr. Lee Kuan Yew, in an inaugural telephone call with the Prime Minister of the Federation of Malaya, Y.T.M. Tengku Abdul Rahman Putra, and the inauguration of the International Telex Service in conjunction with Messrs. Cable & Wireless Ltd.

The services provided by the Department during 1959 were:

- (a) Public Telegraph Services.
- (b) The Internal and International Telex Services.
- (c) Trunk Telephone Services.
- (d) Overseas Radio-telephone Services.
- (e) Marine Radiocommunication Services.
- (f) Short Range Public Radio-telephone Services to Ships.
- (g) International and Internal Aeronautical Telecommunication Services.
- (h) Internal and Overseas Radio Services for the Meteorological Department.
- (i) Malayan Railway Communications.
- (j) Transmission and Reception of Overseas Radio Press and the provision of local Teleprinter Broadcast networks for Press Agencies.
- (k) Local VHF Radio-telephone Services.

The estimated revenue of the Department for 1959 was \$6.5 millions as against an estimated expenditure of \$4.9 millions which excludes capital and development projects.

#### *Overseas Telegraph Service*

Cable and Wireless Limited operate overseas telegraph circuits both by cable and radio to all parts of the world. Direct duplex cable circuits are maintained on a 24-hour daily basis with the United Kingdom, India, Ceylon, Australia, South Africa, Hong-kong, the Philippines, Indonesia and Borneo and the majority of these circuits are supplemented by high-speed radio point-to-point services using automatic equipment similar to that of the cable circuits. Thus the best use can be made of both to meet traffic loads and atmospheric conditions.

Radio facsimile services for the transmission and reception of photographs, drawings and documents of all kinds are provided between Singapore and the United Kingdom, U.S.A., Australia, Ceylon, Hongkong and Japan.

The provision of leased circuits to meet demands of modern business and particularly Airline operators has continued during 1959. International Telex Service, in conjunction with the Telecommunications Department, was introduced during April 1959, to meet the same demand of smaller operators.

An unique picture storage equipment is in operation at the Company's Receiving Station. This enables transit radio pictures to be received at the most advantageous time from the office of origin and stored on magnetic tape. They may then be transmitted onward to the office of destination, without loss of quality and again at the most advantageous time.

Daily maintenance of the automatic atmospheric noise equipment installed by the American Bureau of Standards has also been provided by the Company in collaboration with the Department of Scientific and Industrial Research. Further association between the Company and the D.S.I.R. on noise measurement projects is anticipated for the coming year.

### *Traffic*

Details of terminal traffic handled through the Company's offices in Singapore during 1959 were:

#### Messages accepted for Transmission:—

Cable and Wireless Counters ... ..	665,018
From Singapore Department of Telecommunications ...	87,267
From Federation Department of Telecommunications	113,350

#### Messages received for Delivery:—

Cable and Wireless Delivery ... ..	656,689
Through Department of Telecommunications, Singapore	34,655
Through Department of Telecommunications, Federation ... ..	103,161

This represents less than 50 per cent of the total telegraph traffic handled. The balance is transit traffic to and from other points of the Company's world-wide network.

### *Developments*

The latest multi-channel telegraph equipment has been installed, which has further increased the carrying capacity of each radio transmitter from the 800 words per minute which was possible in 1958, to nearly 2,000 words per minute without adding to the congestion of radio channels. Further revision of serial designs and provision of the latest type of receiver have enabled the maximum use to be made of the increased carrying capacity now available.

Work is in hand which, by even fuller utilization of modern equipment and techniques, will reduce the handling time of all messages transiting the Cable and Wireless Central Telegraph Office. The full integration of cable and radio routes is now a fact and the conversion to the five unit system is virtually complete.

*Cable Factory and Depot*

The Cable Depot, established in 1875 and now employing over 100 men continues the manufacture of cable for the maintenance and renewal of Cable and Wireless Far Eastern cable system. Following the recently completed renewal in this area, manufacture was restricted to 600 nautical miles during the year which is well below 50 per cent of capacity.

Besides the manufacture of cable, the factory acts as a Depot for the Company's repair ships and, besides ships stores and repair gear, maintains a stock position of 1,000 miles of cable immediately available to meet any emergency.

Two cable laying and repair ships were based at the Depot during 1959, c.s. *Recorder*, 3,349 tons, and c.s. *Retriever*, 1,538 tons. Between them they maintain the cable system from Singapore as far afield as Durban, Colombo, Hongkong, Vancouver, Australia and New Zealand. During the year *Recorder* made two trips to the Pacific and carried out an extensive renewal programme between Fiji, New Zealand and Australia.

*Public Telegraph Service*

The Public Telegraph Service is provided by the Department for communication with the Federation of Malaya, and with Siam, Sarawak, Brunei and Christmas Island. A VHF Radio system is used to provide the teleprinter circuits for the service to Federation of Malaya, whilst communication with Siam and Sarawak is by Radio-teletype, and with Christmas Island and Brunei by Radio-telegraphy.

The number of telegrams handled during 1959 was 892,550 excluding traffic handled through phonograms circuits.

*The Internal and International Telex Services*

The Internal Telex Service is a public teleprinter service offered by the Department whereby teleprinter communication between the offices of commercial houses, news agencies and other concerns in Singapore and the Federation of Malaya are made available for the transmission and reception of business correspondence.

Subscribers to this service have the choice of either being connected on demand to any other subscriber through the Teleprinter Exchanges in Singapore, Kuala Lumpur, Penang and Ipoh, or being limited to certain specified direct connections without going through the Exchanges.

Teleprinter and associated equipment are rented out to subscribers as well as to Government Departments. The number of Teleprinters on hire during 1959 was 277 and the revenue derived from this source was \$296,037.00.

The International Telex Service which is an extension of the public teleprinter service to overseas countries was inaugurated in April 1959 in conjunction with Messrs. Cable & Wireless. Subscribers in Singapore and the Federation of Malaya can be connected on demand to any subscriber in the following countries:

<i>Europe</i>	<i>South Africa</i>
Austria	South Africa
Denmark	S. Rhodesia
E. Germany	Nyasaland
W. Germany	Lagos
Eire	
Finland	<i>Americas</i>
France	Argentina
Hungary	Brazil
Luxembourg	Canada
Netherlands (Holland)	U.S.A.
Norway	
Portugal	<i>Australia</i>
Spain	<i>Hongkong</i>
Sweden	
Switzerland	<i>Japan</i>
United Kingdom	<i>Philippines</i>

Most of the countries in Europe, U.S.A. and Canada work throughout the 24-hours while others are from dawn to dusk.

With the introduction of international working the Singapore Telex Switchboard has become the main switching point of the Pan-Malayan telex system and in consequence the Singapore Switchboard has been enlarged from three to five positions.

Messrs. Cable & Wireless provide the radio paths and also maintain the error correcting equipment whilst the Telecoms. Department control the switching, and the provision and maintenance of subscribers equipment.

The number of international calls for the period April to December 1959 was 4,548 and the revenue amounted to \$23,848.00.

## TELEPHONES

The local telephone system within Singapore island is under the control and management of the Singapore Telephone Board. The system is entirely automatic and is served at present from ten exchanges, the ultimate capacity of the exchange buildings is 117,000 lines.

The present equipped capacity of the exchange is 53,000 lines; 8,000 lines in the new Paya Lebar Exchange were opened for service in November. Work was commenced on a 4,000 line extension at City and 1,000 line extensions at Central and Queenstown. At Tanjong Katong a 2,700 line extension was opened for service in August, and 800 lines were added to North Exchange.

Two further exchanges of 3,000 lines ultimate capacity each are planned, one for Changi for which land has been purchased and work is expected to start early in 1960, and the other at Nee Soon where preparatory work has been started.

Cable and pipeline works complementary to exchange installations were carried out. A total of 8,500 local circuits were distributed during the year for present and future applicants.

The number of exchange lines in service at the end of 1958 was 34,717 and there were 19,630 extensions.

3,788 new applications for exchange lines were received during 1959, and 3,644 new lines were connected; there remains a backlog of 3,367 applicants still to be offered service compared with 6,500 at the end of last year.

Telephone communication between Singapore and the Federation of Malaya is effected by trunk circuits provided and maintained by the Department of Telecommunications. The Singapore Telephone Board's trunk telephone exchange handled about 2,500 unit calls a day originated or received by Singapore subscribers via these trunk circuits.

*Trunk Telephone Service*

With the opening of the new Microwave Radio Terminal Station at Fort Canning on the 26th September, 1959 the trunk telephone service between Singapore and the Federation of Malaya which was hitherto routed over a VHF Radio System is now entirely operated over the Microwave Radio Link. An interesting feature to observe is that the full capacity of the microwave link is 600 circuits compared with the full capacity of 96 circuits on the VHF Radio System. By the employment of a tone signalling

system for direct trunk dialling much speedier handling of trunk calls are possible.

Special high quality circuits are provided on this link for the exchange of broadcast programme material between Radio Singapore and Radio Malaya. Voice frequency telegraph and private speech circuits are also carried on this link.

#### *Overseas Radio-Telephone Service*

A very popular service operated and maintained by the Department is the Overseas Radio-telephone Service enabling telephone communication between Singapore and the Federation of Malaya and almost any part of the world. During the past two years this service has developed so rapidly that the traffic has almost doubled during this period. In 1959 two additional circuits were opened up namely the Singapore/Seoul and the Singapore/Pulau Samboe links. At the close of the year the following links were in operation:

1. Singapore/London serving Europe, Canada and U.S.S.R.
2. Singapore/San Francisco serving North America.
3. Singapore/Amsterdam serving Holland.
4. Singapore/Taipeh via Hong Kong, serving Formosa.
5. Singapore/Sydney serving Australia and New Zealand.
6. Singapore/Osaka, serving Japan.
7. Singapore/Poona, serving India.
8. Singapore/Manila via Hong Kong, serving Philippines.
9. Singapore/Bandoeng, serving Indonesia.
10. Singapore/Bangkok, serving Thailand.
11. Singapore/Hong Kong, serving Hong Kong and Macao.
12. Singapore/Jesselton, serving Jesselton and Labuan.
13. Singapore/Seoul via Hong Kong serving South Korea.
14. Singapore/Pulau Samboe.

For the year 1959 the number of radio-telephone calls handled was 46,760 an increase of 11,900 over the 1958 traffic. The revenue from this source amounted to \$678,535.00 about \$150,000.00 more than the previous year.

#### MARINE RADIOCOMMUNICATION SERVICE

Facilities for public communication to and from ships at sea by radio-telegraphy and radio-telephony were provided by the Department's Radio Coast Station using the international radio-call sign VPW and operating on medium and high frequency channels. In addition to the acceptance and transmission of messages to and from ships by wireless telegraphy as well as by radio-telephony, radio watches for the interception of distress safety and urgency signals from ships at sea were maintained in accordance with the International Maritime Shipping Service.

**Regulations.** Apart from these some special services such as meteorological reports and medical and navigational aid messages were also received and broadcast by the Singapore station.

Commercial and private messages to and from ships at sea, including ship letter telegrams handled by the Singapore Radio Coast Station during 1959 numbered approximately 87,430. For communication with coastal vessels operating in the Malayan waters a marine radio-telephone service was also provided.

#### *Short Range Public Telephone Service to Ships*

Since the shipping industry is of vital importance to Singapore this service was introduced in December 1958 to enable ships approaching the port to be connected to the Singapore Public Telephone System while the ship is within a range of 40 miles out at sea. By this means Masters of ships can contact their Agents several hours before entering the port to make enquiries or receive instructions concerning docking arrangements, and the discharge of cargoes or to pass information of the Masters' requirements on entering port. Passengers on board the ships and the public of Singapore can also contact each other for business or private conversations.

Singapore was among the first port in the world to provide facilities to comply with the recommendations of the International Maritime VHF Radiotelephone Conference held at The Hague in 1957. Traffic handled during the first few months of the year was relatively light but a gradual increase was noted during the latter half of the year as more companies fitted their ships with suitable equipment.

#### *Internal and Overseas Radio Services for the Meteorological Department*

The maintenance of radio equipment and the operation of reception and broadcast services for the collection and interchange of meteorological information from Australia, Tangiers, San Francisco, Manila, Ceylon, New Delhi, Djakarta, Hong Kong, etc. were carried out by the Department. The total number of messages handled during the year was approximately 426,360.

During December 1959 work was commenced to modify the St. John's Island long range aeronautical non-directional beacon to permit speech broadcast carrying meteorological information to aircraft in flight. It is expected that this facility will be brought into use in 1960.

*Malayan Railway Communications*

The installation and maintenance of Railway telegraph, train control telephones, and electric signalling equipment were carried out by the Telecommunications Department. These services are provided on a chargeable basis in accordance with an existing agreement with the Malayan Railways.

*Overseas Radio Press and the Provision of Local Teleprinter Broadcast Networks for Press Agencies*

Facilities are provided for the Press Agencies whereby press copy is received from and transmitted to many parts of the world. As increasing use is being made of Singapore as a relay centre for such information there is a growing demand from the Press Agencies for this service and the Department has been able to meet all requirements. Teleprinter networks are available for the local distribution of press information.

These services are provided on a rental basis and the revenue derived for the year 1959 was \$454,600.

*Local VHF Radio-Telephone Services*

The Department provides and maintains on a chargeable basis VHF radio-telephone services for the following:

City Water Department	Immigration Department
City Electrical Department	Government Health Department
Singapore Fire Brigade	Civil Defence Services
The Auxiliary Fire Service	P.W.D. Marine Department
Rural Board Fire Service	War Department
Customs and Excise Department	Master Attendant's Department

and the St. John's Island—Singapore Radio-telephone link.

There were nine main stations for the above services installed at the Department's VHF Station at Mount Faber through which a total of 179 stations comprising mobile land stations, mobile marine stations and fixed land sub-stations linked in the VHF Network in Singapore.

During the year the Department installed and brought into service a new VHF Network to link the various Departmental offices in the city, the out-stations and maintenance vehicles. This system provides emergency telephone communications between stations in the event of a main cable breakdown, and also permits control of Departmental maintenance vehicles during their normal daily routine maintenance journeys.

In October 1959 the Department took over the Singapore terminal equipment of a VHF point-to-point link between

Singapore and Pulau Samboe which was formerly operated by a private company. This link provides telephone and teleprinter connections between the two islands.

Work was commenced in March 1959 and was rapidly approaching completion by the end of the year, on the installation of an aeronautical radio navigational aid known as VHF Omni-directional range (V.O.R.). This facility when used with suitable equipment fitted in an aircraft, gives the captain of an airliner a direct indication on a meter on the flight control panel, of the course on which he must fly to reach Singapore. The facility is effective at ranges up to 120 miles.

#### *Phonograms*

A phonogram suite consisting of seven operating positions was in commission at the Central Telegraph Office at Fullerton Building for the transmission and reception of telegrams by telephone, by Government Departments, sub-Post Offices, those operating telegram deposit accounts with the Department, and with the use of the Credit System by the general public. The number of messages handled during 1959 was 130,920.

#### STAFF

At the close of the year the number of staff employed by the Department was 826, and six candidates are in the United Kingdom, undergoing Scholarship Courses of four-year duration to enable them to qualify for Division I appointments in the Department on their return. Apart from these the Department conducted its own training courses, at the Departmental Training Centre at 'Gracelyn', Kuala Lumpur, and 41 of the technical staff were sent to attend various courses in 1959.

#### POSTAL SERVICES

The Postal Services Department in the State of Singapore is part of a pan-Malayan postal organisation with Headquarters in Kuala Lumpur in the Federation of Malaya. Local control of the Singapore department is in the hands of the Director of Posts, Singapore.

Singapore enjoys a central geographical position and is served by rapid and frequent air and sea services in the East-West network of communications. Because of these advantages, the Singapore Post Office has taken on the role of an important postal distribution depot for the neighbouring countries of Brunei, Indonesia,

North Borneo, Philippines, Sarawak and Thailand. Large quantities of mail destined for and originating from these territories pass through the hands of the Singapore Post Office. The bulk of the airmail and some of the surface mail to and from the Federation of Malaya are also received in Singapore for onward transmission.

The services provided by the Post Office are not confined only to those of a postal character. Apart from its main function of collecting, despatching and delivering different categories of mail, it also provides other important services such as the Post Office Savings Bank, the Money Order and Postal Order services. Post Offices in the State also perform agency services on behalf of other Government departments, which include the acceptance of telegrams, the collection of Central Provident Fund contributions, the payment of Army and Air Force allowances and the issue of Broadcasting Licences. A scheme has also been drawn up for the payment of Social Welfare Allowance to deserving members of the public through post offices in different parts of the State.

Singapore is divided into 28 numbered postal districts. This arrangement which was part of an overall postal distribution system aimed at expediting the delivery of correspondence to the public has proved successful. The public has made increasing use of postal district numbers over the years. Despite this, however, nearly a million incorrectly and insufficiently addressed items had to receive special treatment in the Dead Letter Office and out of this some 196,000 items could neither be delivered nor returned to their senders.

The Singapore Post Office provides three postal deliveries on weekdays in the central area of the City and two deliveries in most of the remaining parts of the island. During 1959, nearly 108 million items of all categories of correspondence, including parcels, were dealt with as compared with 99 million items in the preceding year.

Two new post offices were opened for business during the year—one in Serangoon Garden Estate and the other at Queenstown. Their opening brought the total number of post offices in service to 34 at the close of the year. Apart from post offices which provide a full range of counter and mail facilities, there are postal agencies that offer restricted postal facilities. The number of postal agencies in operation has increased considerably over the last few years from seven in 1954 to 27 at the end of 1959. The need for improved postal facilities in the more remote areas was met by

2 Mobile Post Offices which continued to perform good service throughout the year. A total of 14 Class 'A' and 48 Class 'B' Stamp Vending Licences were issued during the year to augment the postal facilities in the State.

With the installation of four additional posting boxes during the year, the total number of boxes in use at the close of 1959 was 253. The Singapore Post Office maintained a fleet of 38 vans, 6 motor cycles and 220 bicycles for use in the transportation and delivery of mails.

To commemorate the new Singapore Constitution a set of six special postage stamps of a common design was issued on 1st June, 1959. The main feature of the new stamp was the legendary 'Singa-Sari' Lion, a symbol associated with the Royal House of Singa-Sari. It seems likely that a member of this Royal House led the founding of the first settlement in Singapore.

The total authorised staff of the Singapore Postal Services Department for 1959 was 1,067. The administrative and operational control of the Department is in the hands of a Director of Posts, two Controllers of Posts and nine Assistant Controllers of Posts. This Department was completely Malayized in April 1959.

In the sphere of staff training, more classes were organised and conducted during the year by the Post Office Training School for newly recruited staff. Every effort was made to encourage the study of Malay—the national language, and two classes were conducted by staff volunteers towards the latter part of the year.

The cash turnover of the Singapore Post Office in 1959 was \$232,202,395.84.

Post Office Savings Bank operations are described in Chapter Four.

### *Foreign Mail*

Singapore makes up airmail despatches to 240 overseas destinations. Despatches are made daily to 140 of these destinations and at a frequency of six times a week and under to the remaining 100 destinations. It is estimated that a total of 26 million items of airmail correspondence were dealt with during the year at the Airport Sorting Office at Paya Lebar which operates round the clock and deals specially with air mails.

In spite of the continued increase in the use of air mail services, the volume of postal traffic carried by sea, rail and road remained substantial. The Singapore Post Office handled a total of 184,030 bags of surface mail in the course of the year.

## XII

## HEALTH

**T**HE HEALTH Services in Singapore are founded on a unified preventive and curative health structure and provide medical and health care through full-time staff. It is substantially 'free', because it is considered that a fee-for-service basis for modern medicine is beyond the means of the average citizen. This basic pattern was established half a century ago and still persists, except that, as the society and circumstances developed, the private practice of medicine and the activities of voluntary health agencies expanded. Contrary to the belief that in a unified service the pressures of curative care invite neglect of preventive services, the health administration in Singapore has been able to keep the preventive and curative services in tandem and balance, and has been able to achieve more with available resources, through a unified programme than through separate programmes of preventive and curative care.

The responsibilities for health are divided but co-ordinated between the Ministry of Health and the local authority health departments. These health agencies are supplemented by the Public Works Department and the City Engineer's Department who together are responsible for the water supply, sewage disposal, drainage, city and rural cleansing and refuse disposal. The Ministry of Health operates a system of hospitals, clinics and dispensaries and health centres. This includes a 1,200-bed modern general hospital with a large out-patient department, a district hospital, and five specialised hospitals for tuberculosis, maternity and gynaecology, venereal diseases, infectious diseases and orthopaedic conditions, a settlement for leprosy patients and an institution for mental patients. All resources are used to full capacity—and beyond! An expansion programme has been planned and is being implemented. The Government's hospitals (excluding the leprosy and mental care facilities) provide 2.4 beds per 1,000 persons, and furnish in-patient

care of a little over one patient one day *per capita* and 1.5 out-patient attendances *per capita* during 1959. These governmental services are supplemented by five voluntary hospitals and by a subsidized voluntary anti-tuberculosis clinic service. The health administration is able to claim that a bed in a hospital or a place in a clinic is always found for an emergency or a very sick person.

### *Unified Administration*

One of the important features of 1959 was the first steps taken to establish a unified co-ordinated and effective administration of public medical and health services under the Ministry of Health. To this end in November 1959, the responsibility for the health services of the local authorities was transferred to the Minister for Health. In the Ministry itself active steps were taken towards the establishment of the Hospital Division which would bring all hospital administration under the unified administration of the A.D.M.S. (Hospitals). From June onwards in the re-allocation of functions the Government Ministries, the Department of Chemistry was brought under the Ministry of Health.

Singapore still has a shortage of medical and nursing personnel in the public service but this situation is expected to be relieved in due course because of the rising output of the University's Medical Faculty and the Government School of Nursing. In 1959, there was one physician per 2,300 persons, one qualified dentist per 19,000 persons (one dentist of all categories per 4,000) and one nurse (all types) per 800. Despite the extensive public medical service, more than half of the physicians on the Medical Register are engaged in private practice.

The aggregate public expenditure for health in 1959 was \$37.5 million which represents \$25 *per capita*.

Singapore remains free from cholera, plague, and yellow fever in 1959. A minor outbreak of small-pox occurred in April involving ten cases with two deaths, initiated by a transit passenger possessing a valid international vaccination certificate. No cases of malaria of indigenous origin occurred during the year.

Singapore still has many health needs. Tuberculosis presents the most serious problem; the Report on the Pilot Survey conducted under the Colombo Plan was ready in 1959 and sets the incidence at 3 per cent of the population.

*Table I*  
SINGAPORE

MASS TUBERCULOSIS SURVEY—1958  
*Residents X-Rayed by Age Group and Sex*

<i>Age Group in years</i>	<i>Males</i>			<i>Females</i>		
	<i>No. X-Rayed</i>	<i>No. Active Cases</i>	<i>%</i>	<i>No. X-Rayed</i>	<i>No. Active Cases</i>	<i>%</i>
14 ...	779	3	.3	551	3	.5
15—19 ...	5,564	76	1.3	3,258	22	.6
20—24 ...	4,413	110	2.4	2,921	35	1.1
25—29 ...	3,770	148	4.1	2,555	36	1.4
30—34 ...	3,134	136	4.3	2,170	47	2.1
35—39 ...	2,566	142	5.4	1,941	51	2.6
40—44 ...	2,289	188	8.2	1,823	54	2.9
45—49 ...	2,404	190	7.9	1,936	58	2.9
Total under 50 years ...	24,939	993	3.6	17,155	306	1.7
50—54 ...	1,744	187	10.7	1,583	49	3.0
55—59 ...	1,319	134	10.1	1,154	37	3.2
60—64 ...	682	84	12.3	634	16	2.4
65 and over ...	567	59	10.4	622	12	1.9
Total over 50 years ...	4,312	464	10.7	4,002	114	2.8
Not stated ...	149	2	1.3	116	2	1.7
Total ...	29,400	1,459	4.9	21,273	422	1.9

(1.5 per cent in the rural and 4.0 per cent in the urban population surveyed)

Control is difficult because a large proportion of the population live in slums and squatter areas despite heroic public and private measures for the improvement of housing.

Vital statistics maintain a progressive decline; the birth rate 39.8 (compared with 42.0 in 1958; total births, 64,067), the crude death-rate 6.4 (compared with 7.0 in 1958 of total deaths 10,246), infantile mortality 36.0 (compared with 43.73 in 1958) and maternal mortality rates 0.7 (compared with 0.8 in 1958).

Table II

## S I N G A P O R E

<i>Estimated Population Mid-1959</i>	<i>Live-Births which occurred in 1959</i>	<i>Crude Births Rate per 1,000 Popn.</i>	<i>Deaths Registered in 1959</i>	<i>Crude Deaths Rates per 1,000 Popn.</i>
1,579,600	62,464	39.5	10,175	6.4

Table III

## S I N G A P O R E

*Still-Births Registered in 1947, 1957, 1958 and 1959 and Still-Birth Rates  
(The rate is the number of still-births per 1,000 total live-births and still-births)*

		1947		1957		1958		1959	
		No.	Rate	No.	Rate	No.	Rate	No.	Rate
All Races	...	671	15.3	968	15.4	965	15.2	862	13.6

Table IV

## SINGAPORE

INFANT DEATHS REGISTERED IN 1947, 1957, 1958 AND 1959 AND INFANT MORTALITY RATES

*(The rate is the number of deaths under 1 year of age per 1,000 live-births)*

		<i>Infant deaths regd.</i>	<i>Infant morta- lity rate</i>	<i>Infant deaths regd.</i>	<i>Infant morta- lity rate</i>	<i>Infant deaths regd.</i>	<i>Infant morta- lity rate</i>	<i>Infant deaths regd.</i>	<i>Infant morta- lity rate</i>
Malaysians	...	784	143.25	805	86.40	855	85.46	722	69.01
Chinese	...	2,671	79.43	1,520	32.86	1,630	35.29	1,354	29.56
Indians and Pakistanis	...	236	76.45	200	39.84	206	40.27	151	29.77
Eurasians	...	28	77.99	10	27.78	16	44.20	4	11.73
Europeans	...	18	57.69	3	8.45	5	14.79	3	10.49
Others	...	14	75.68	19	42.99	21	43.30	15	29.88
Total	...	3,758*	87.30	2,557	41.40	2,733	43.73	2,249	36.00

\* Includes 7 of unknown race.

## MEDICAL STAFF

The demand for governmental medical facilities continued to increase beyond expectation especially in the second half of the year. For instance, average attendance at out-patient clinics rose from 5,800 per day in the first half of the year to nearly 8,000 per day in the second half. The position in respect of various categories of established medical posts is given in Table V.

Table V  
MEDICAL STAFF

			1	9	5	7	
		<i>Superscale Adminis- trators</i>	<i>Superscale Specialists</i>	<i>Senior Registrars</i>	<i>Medical Officers</i>	<i>Housemen</i>	
Approved establishment	...	8	38	29	176	50	
Posts filled substantively	...	5	17	13	171	33	
Posts filled in an acting capacity	...	2	6	—	—	—	
Posts vacant	...	1	15	16	5	17	

			1	9	5	8	
		<i>Superscale Adminis- trators</i>	<i>Superscale Specialists</i>	<i>Senior Registrars</i>	<i>Medical Officers</i>	<i>Housemen</i>	
Approved establishment	...	8	40	30	211	50	
Posts filled substantively	...	6	22	19	196	48	
Posts filled in an acting capacity	...	2	8	—	—	—	
Posts vacant	...	—	10	11	15	2	

			1	9	5	9	
		<i>Superscale Adminis- trators</i>	<i>Superscale Specialists</i>	<i>Senior Registrars</i>	<i>Medical Officers</i>	<i>Housemen</i>	
Approved establishment	...	9	40	30	224	50	
Posts filled substantively	...	3	12	12	204	27	
Posts filled in an acting capacity	...	6	21	—	—	—	
Posts vacant	...	—	7	18	20	23	

The pressure for services threw a considerable strain on the medical and nursing staff.

Seven senior medical personnel retired from the service during 1959, two of these under the Malayanisation Scheme. Among the officers who retired during 1959 were the Permanent Secretary to

the Ministry of Health and Director of Medical Services, the Deputy Permanent Secretary to the Ministry and Deputy Director of Medical Services, the Assistant Director of Medical Services (Tuberculosis), and the Senior Pathologist.

The position regarding specialist staff shows much improvement. Many medical officers have completed their overseas post-graduate training and experience and are returning to Singapore. This has resulted in certain specialised branches having a full complement of specialist staff of local officers—e.g. ophthalmology, radiotherapy, psychiatry, tuberculosis, etc.

The shortage of personnel in the grade of general duty medical officers and in certain specialities is being met by the Government's policy to recruit overseas doctors on a short-term basis to tide over the present shortage. At the same time, the long term needs of the Ministry were examined and it has been decided to send 80–120 students overseas for basic medical education under the Colombo Plan and other internationally aided training facilities.

Training programmes have been maintained and expanded and officers continue to be sent abroad throughout the year so that future needs of the expanding service were met.

At the beginning of 1959, 26 medical officers and 2 dental officers were undergoing post-graduate training overseas and during the course of the year, a further 14 medical officers and 3 dental officers proceeded overseas on study awards. Twenty medical officers and 2 dental officers returned, 17 of which having successfully completed the courses of study. These officers have acquired qualifications in various medical specialities including anæsthetic, surgery, ophthalmology, general medicine, mental diseases, radiology, radiotherapy, chest diseases and pædiatrics.

Study courses were awarded to 45 medical and dental officers during the year. Of this number, five officers received study awards under the Colombo Plan, two officers received W.H.O. Fellowships, three officers were sponsored by the Sino-British Trust Fellowship. Three officers were granted no-pay leave to proceed overseas on study.

Local training programmes have been stepped up and increased assistance has been received from International agencies—particularly the World Health Organisation.

During the year 61 doctors, 28 dentists, and 13 pharmacists graduated from the Faculty of Medicine, University of Malaya. The Faculty accepted 115 students for medicine, 28 for dentistry and 16 for pharmacy.





*Min. of Culture*

For the first time, candidates from the Chinese Senior Middle III classes were recruited for General Nurse training and Chinese Senior Middle II and Standard VII Malay students for Assistant Nursing and Midwifery training alongside their English-educated colleagues.

*Top*—Picture shows new recruits receiving practical training at the General Hospital.



Travelling Dispensaries are one of the main features of the Singapore Health Services. They visit the outlying rural areas and provide free medical treatment and medicines.

*Left*—A Travelling Dispensary during one of its visits.

Under the Colombo Plan, the Royal Australasian College of Surgeons again conducted the Primary Examination for their Fellowship in Singapore in April 1959. A preparatory study course, conducted by the Australian lecturers prepared 22 doctors for the Primary Examination, six of whom were from the Medical Department, Singapore. Of a total 25 who sat for the Primary Examination, six were successful of whom three were Singapore Government officers.

#### INSTITUTE OF HEALTH

This was the second year of operation of the Institute of Health. It continued to serve as a centre for the practice and teaching of public health. Courses for the Diploma in Public Health, Health Visitors for School Nurses and Public Health Inspectors were conducted at the Institute of Health. Six doctors from Malaya, Hong Kong, Korea, Japan and New Guinea attended the course for the Diploma of Public Health from the Western Pacific Region; 22 Public Health Inspectors attended their course from Singapore, Federation of Malaya and the Borneo territories; 12 Public Health Nurses from Singapore attended their Health Visitors Course. In addition, the expanding preventive service was operated providing full maternal and child health care, for a population of nearly 50,000 and expanding care for the school children of Singapore.

Plans to develop training facilities for public dental nurses and dental technicians at the Institute of Health were drawn up during the year.

#### TRAINING OF NURSING AND ANCILLARY PERSONNEL

For the first time, candidates from the Chinese Senior Middle III classes were recruited for General Nurse training and Chinese Senior Middle II and Standard VII Malay students were recruited for Assistant Nursing and Midwifery training alongside their English-educated colleagues. Lessons in English for the Chinese-speaking trainees were given in the first four months of training by teachers seconded from Ministry of Education, to facilitate technical instruction in the English medium.

A shortage of Sister Tutors made it difficult for training programmes to be fully implemented. Difficulties were added to by the lack of appointments to posts of Sisters. The service has been maintained but nevertheless strained by sharing out the additional burden among existing staff.

There were 452 nurses in training in the Nursing School at General Hospital at the beginning of the year, 135 additional student nurses (male and female) were recruited into the service. A total of 118 nurses (104 females and 14 males) qualified. Sixty-four obtained the certificate in midwifery.

143 Assistant Nurses were in training at the Assistant Nurse Training School at Tan Tock Seng Hospital; 92 students were admitted during the year. The course of training was extended to two years and four months to include experience in surgery. Fifty-two qualified during the year.

Eleven nurses obtained the Certificate in Psychiatric Nursing at Woodbridge Hospital. Twelve nurses undertook the Health Visitors Course early in 1959 and will be taking the Royal Society of Health final examination in April 1960. A course in Pædiatric Nursing was instituted in the Mistri (Children's Unit) Wing of the General Hospital.

Of the ancillary staff, eight Pupil Almoners are undergoing training at the University of Malaya in Social Studies part II (Almoner's Study). Four have completed their course successfully. Nine Pupil Physiotherapists, 10 Pupil Radiographers, three Pupil Occupational Therapists are under training overseas. One Physiotherapist and two Occupational Therapists returned after having successfully concluded their courses.

One officer qualified as a Pharmaceutical Chemist and another is under training overseas for this qualification.

Altogether 48 nurses and ancillary personnel were abroad for training of which 17 returned having acquired special experience in various branches in nursing, medical records and blood transfusion. Fifteen nurses were granted no-pay leave to take post-graduate courses abroad.

### *Sanitary Inspectors*

Courses of training for the Royal Society of Health continued to be given at the Institute of Health. Twenty Sanitary Inspectors passed the examination for the Public Health Inspectors Diploma in October 1959.

## STAFF RELATIONS

Staff relations throughout the year have been satisfactory. There has been very cordial and healthy relationship between unions representing various grades of medical employees and the Ministry. Regular consultations were held with staff representatives in relation to all matters of concern to the staff.

During the year, new Schemes of Service for various grades of Division II and III employees were brought into force and an extensive re-organisation was effected with minimum dislocation.

In this connection, the Minister has laid considerable importance to relations with staff unions; he also gave an assurance publicly that "on all matters touching upon policy prior discussion would be held with the professional bodies".

Table VI

THE MEDICAL REGISTERS  
(31st December, 1959)

		REGISTERED							
		<i>Doctors</i>	<i>Dentists</i>	<i>Female Nurses</i>	<i>Male Nurses</i>	<i>Assistant Nurses</i>	<i>Midwives</i>	<i>Pharmacists</i>	
Government Medical Department	...	207	24	549	1184	189	86	20	
Rural Clinics	...	12	7	71	—	18	82	—	
City Council	...	17	—	107	20	15	44	1	
University (teaching staff)	...	34	14	—	—	—	—	3	
Private practice and private institutions	...	357	281	198	27	49	248	70	
Housemen	...	43	—	—	—	—	—	—	
Total		...	680	1326	925	1131	1271	460	94

The above table does not include medical personnel in the Armed Services.

\* There are in addition some 529 student nurses in training.

† Includes 26 "old time" Hospital Assistants.

‡ This includes 242 registered Division II Dentists.

§ This figure relates only to Midwives actually practising: nearly all trained Nurses have a Midwifery Certificate.

|| There are in addition 72 Male Nurses in training.

¶ There are in addition 200 Assistant Nurses in training.

## FINANCE

The Ministry and the Rural Board Health Departments are financed predominantly from public revenue and the City Health Department from the Municipal Fund. A total of \$37.5 million was expended on the medical and health services during 1959, comprising \$30.7 million by Government and \$6.8 million by the City Health Department. Revenue from hospital, licence and other charges amounted to \$1.9 million. A statement on Public Medical Finance is on Table VII.

Table VII

## MINISTRY OF

## PROVISIONAL FINANCIAL STATEMENT

*Receipts*

						\$	c.
Licence Fees	...	...	...	...	...	20,957	53
Health Branch (Quarantine and other Charges)	...			...	...	207,901	92
Medical Stores Sales	...	...	...	...	...	261,346	56
Miscellaneous Receipts	...	...	...	...	...	26,581	00
Hospitals Board (Fees, etc.)		...	...	...	...	1,345,435	94
Balance of cost borne by Public Revenue			...	...	...	28,798,594	26

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Total ... 30,660,817 21

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## HEALTH

FOR THE YEAR 1959

*Payments*

					\$	c.
<i>Personal Emoluments:—</i>						
General	...	...	...	...	2,227,727	36
Health Branch	...	...	...	...	1,783,875	10
Hospitals and Dispensaries	...	...	...	...	14,851,900	07
<i>Annually Recurrent Expenditure:—</i>						
General	...	...	...	...	560,810	09
Health Branch	...	...	...	...	766,430	01
Hospitals and Dispensaries	...	...	...	...	7,558,699	64
<i>Special Expenditure:—</i>						
General	...	...	...	...	358,063	84
Health Branch	...	...	...	...	18,186	23
Hospitals and Dispensaries	...	...	...	...	277,791	61
Development and Capital Expenditure	...	...	...	...	2,257,333	26

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Total ... 30,660,817 21

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Table VII

M

## PROVISIONAL FINANCE

*Receipts*

Licence Fees	...	...	...	...	...
Health Branch (Quarantine and other Charges)	...	...	...	...	...
Medical Stores Sales	...	...	...	...	...
Miscellaneous Receipts	...	...	...	...	...
Hospitals Board (Fees, etc.)	...	...	...	...	...
Balance of cost borne by Public Revenue	...	...	...	...	2

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Total ... 30,660,81

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HEALTH

FOR THE YEAR 1955

ments

\$ c.

	...	...	...	453,015 00
	...	...	...	630,493 00
Personnel Expenses -	...	...	...	132,650 00
General	...	...	...	1,466,406 00
Health Service	...	...	...	136,401 00
Hospital and Clinics	...	...	...	195,086 00
Administrative Expenses -	...	...	...	1,176,024 00
General	...	...	...	2,186,854 00
Health Service	...	...	...	—
Hospital and Clinics	...	...	...	25,667 00
Special Expenses -	...	...	...	—
General	...	...	...	86,087 00
Health Service	...	...	...	—
Hospital and Clinics	...	...	...	—
Declarations	...	...	...	6,488,683 00
	...	...	...	—
	...	...	...	2,895 00
	...	...	...	—
	...	...	...	309,670 00

Total ... 6,801,248 00

## CITY HEALTH

*Figures for 1959 which have not**Receipts*

					\$	c.
<b>Fees from patients</b>	...	...	...	...	193,710	00

<b>Balance of cost borne by the City Council Consolidated Rate</b>						
<b>Fund</b>	...	...	...	...	...	6,607,538 00
<b>Total</b>	...				...	6,801,248 00

## DEPARTMENT

*yet been finalised and audited.*

*Payments*

						\$	c.
<i>Personal Emoluments:—</i>							
General	...	...	...	...	...	453,015	00
Infectious Diseases Hospital	...	...	...	...	...	630,493	00
Anti-Mosquito Measures	...	...	...	...	...	132,650	00
Other Public Health Measures	...	...	...	...	...	1,466,406	00
<i>Annually Recurrent Expenditure:—</i>							
General	...	...	...	...	...	136,401	00
Infectious Diseases Hospital	...	...	...	...	...	195,086	00
Anti-Mosquito Measures	...	...	...	...	...	1,176,024	00
Other Public Health Measures	...	...	...	...	...	2,186,854	00
<i>Special (Non-Capital) Expenditure:—</i>							
General	...	...	...	...	...	—	
Infectious Diseases Hospital	...	...	...	...	...	25,667	00
Anti-Mosquito Measures	...	...	...	...	...	—	
Other Public Health Measures	...	...	...	...	...	86,087	00
						6,488,683	00
<i>Special Services (Capital) Expenditure:—</i>							
General	...	...	...	...	...	—	
Infectious Diseases Hospital	...	...	...	...	...	2,895	00
Anti-Mosquito Measures	...	...	...	...	...	—	
Other Public Health Measures	...	...	...	...	...	309,670	00
Total						6,801,248	00

## PREVENTIVE AND SOCIAL MEDICINE

The pattern of health organisation provided under the Local Government Ordinance, 1957, was revised. In order that effective expansion and a co-ordinated public health policy could be better and more effectively formulated and operated the plan for two Local Authorities which were to provide their own Environmental Health Services, was dropped. The unification of all preventive health services in the State has now been placed under the authority of the Minister for Health.

*Health Education*

Considerable emphasis was given to the development of Health education. Plans were worked out during the year for a Mass Health Education Campaign which will be inaugurated in the new year which would cover various aspects of Health education. The subjects for which the groundwork was prepared included proper nutrition, proper maternal and infant care, tuberculosis and B.C.G. vaccination, diphtheria inoculation and family planning. The training in Health education for teachers, medical students and paramedical personnel was continued during the year. Weekly film shows continued to be held in the rural areas.

The Ministry participated in the Singapore Constitutional Exposition in January 1959, with a display depicting the activities of the preventive and curative services.

During the National Loyalty Week in December 1959, the Ministry of Health had an elaborate display showing the activities, work and function of all its sections including the Department of Chemistry.

*School Health Service*

The school population increased to 320,977 compared with 295,481 at the end of 1958, an increase of over 8.6 per cent. The number of schools at the end of 1958 was 718 schools including 94 private schools. Environmental sanitation in schools continued to receive regular attention, particularly in respect of the new schools which come under the Government's grant-in-aid scheme. Up to the end of the year, 122,953 pupils were examined. This represents 38.3 per cent of the school population. During the year, 597 of the 624 Government and Government-aided schools were inspected by School Health officers.

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The School Health Service operates minor treatment clinics at four centres on the Island. 103,734 schoolchildren attended at these clinics, an increase of 9 per cent over the previous year. Two school mobile dispensaries cater for the needs of children attending rural schools. 56,258 children were treated by these travelling dispensaries.

During the small-pox outbreak in April, 22,900 children were vaccinated. No cases of small-pox occurred among school children.

### *Maternal and Child Health Service*

The Maternal and Child Health Service provides ante-natal care to expectant mothers, domiciliary confinements and post-natal care by trained medical and nursing personnel. The service operates a network of major clinics, visiting centres and midwife stations throughout the City and rural areas. Altogether, there are 27 main clinics, (7 in the City and 20 in the rural districts), 22 Visiting Centres and 8 Village Midwife Centres. Ante-natal and post-natal services are conducted in the main clinics daily and on a sessional basis in the Visiting centres. Domiciliary midwifery services operate from the main clinics and village midwife centres, where resident midwives are accommodated. The clinics and centres in the rural areas are administered by Government, and those in the City by the City Health Department. A total of 8,316 confinements were attended by the Domiciliary Midwifery Service—7,021 in the rural districts and 1,295 in the City.

Facilities for the care of infants in these clinics have been extended to children up to school-entering age. Treatment for minor ailments was also provided. Immunisation against diphtheria, whooping cough, tetanus and small-pox were intensified during the year. Over 30,000 complete diphtheria immunisations were done in both city and rural district clinics. Mobile anti-diphtheria immunisation teams visited villages off the main roads to bring the service to the remote parts of the Island. 7,000 B.C.G. vaccinations against tuberculosis were given to new-born infants.

During the outbreak of small-pox, the facilities of the clinics were utilised to conduct the mass vaccination campaign.

### *Social Diseases*

Treatment and control of venereal disease was carried out at Middle Road Hospital. The progressive drop in the incidence of venereal disease cases has been maintained; it has dropped from 10,460 in 1949 to 4,835 in 1959 due to improved treatment facilities and intensive case-finding programme.

Out of 37,600 new cases seen, some 11,000 were skin cases.

Two travelling dispensaries follow a regular schedule and visit the rural areas. One of these dispensaries visits Rural Maternal and Child Health Centres and carries out ante-natal examination of pregnant mothers. A total of 12,863 cases were investigated and treated by both these dispensaries. In accordance with the Brussels Agreement of 1927, Singapore provides free diagnosis and treatment for seamen; 1,157 seamen availed of this facility in 1959.

### *Mental Health*

Woodbridge Hospital situated on the outskirts of the City is the centre of the Medical Health Service. The hospital has a total bed-strength of 2,040 beds. During the year, 2,043 patients were admitted to the hospital and 1,842 were discharged.

The work of four Psychiatric Out-patient Clinics, holding six sessions per week continued to be popular both for consultation by patients and for follow-up of discharged patients.

The latter half of the year was a period of intensive re-organisation at the hospital. The hospital is being organised on the unit system and provision for two Psychiatric Units is being made.

### *Aedes Control at the International Airport*

The Aedes Control programme at the International Airport continued. A small health team ensures control with 880 metres from the Airport perimeter fence. Rigorous surveys ensure that control is carried out satisfactorily. The Aedes Aegyptii index was nil on each of the four major surveys carried out at the end of each quarter.

### *Food and Drug Control*

The control of the manufacture, storage, preparation and sale of food and drugs is exercised under Food and Drugs Ordinance and regulations made thereunder. During the year more than 82,000 lb. of unsound foodstuff was destroyed. Regular sampling of imported foods and foods exhibited for sale was carried both in the city and rural areas.

### *Outbreak of Food Poisoning from Contaminated Barley*

An outbreak of accidental 'parathion' poisoning due to contamination of barley in Singapore occurred in September 1959 when 35 children and three adults were affected and nine children died. The

outbreak was traced to certain bags of loose pearl barley imported from Western Europe on 22nd August by a cargo-boat and had become contaminated with parathion, a prohibited insecticide not available in Singapore. Two consignments of 400 bags in all were suspected and extensive investigations enabled most of this to be traced both in Singapore and Federation of Malaya and Borneo territories. All barley from the suspected consignments was destroyed.

Close collaboration with the Chemists was maintained and they were responsible for the isolation of the toxic agent, parathion. Immediate control measures by wide publicity, intensive field investigations and rapid transmission of information to neighbouring territories prevented the occurrence of additional cases and the outbreak was promptly ended by means of co-ordination between hospital, field workers and chemists.

### *Quarantine Service*

Large number of passengers, ships and air crews passed through Singapore. On account of its central geographical position, port and airport health control are an essential safeguard to prevent the entry of exotic diseases into the State.

	1957	1958	1959
Ships arriving from infected or suspected ports ... ..	1,519	2,030	2,206
Sea passengers inspected ... ..	101,182	136,226	168,914
Aircraft arriving from infected or suspected ports ... ..	1,707	2,438	2,188
Air passengers and crews inspected ... ..	82,166	94,718	94,718
Passengers quarantined ... ..	24,175	14,421	12,479

## ENDEMIC AND EPIDEMIC DISEASES

### *Malaria*

Singapore has maintained freedom from indigenous malaria on the main Island and the remaining islands for the third year in succession. Some 40 cases of malaria were reported but on investigation all of them were proved to be imported cases.

This brings home the point that while malaria has in fact been eradicated from Singapore, its introduction could take place if the vigilance of the health authorities was relaxed.

*Small-pox*

A minor outbreak of small-pox occurred in April 1959. The primary case of this outbreak was an 11-year-old Indian boy who arrived at Penang on the *State of Madras* from Madras on 15th March, 1959. Although this boy was the primary case, he was not discovered until the secondary case was admitted to hospital and confirmed nearly a month later. The first secondary case was a case of suspected small-pox in a 29-year-old Malay woman who lived a short distance from the house where the primary case had occurred. All the ten cases except one occurred in a localised area known as Kampong Alexandra; of the ten cases two died, one an unvaccinated infant.

The control of the disease was due to the prompt and effective action taken by the health authorities. The principal measures of case-finding and isolation promptly carried out in the local area followed by contact tracing and quarantine of these contacts helped to localise the outbreak. 244 contacts were isolated for 14 days at the Quarantine Station. 11,038 persons were compulsorily vaccinated in the local affected area. A mass vaccination campaign throughout the Island was carried out and 1.1 million vaccinations were carried out in this campaign over a period of four weeks.

*Diphtheria*

During the year 519 cases of diphtheria were admitted into the Infectious Diseases Hospital (Middleton Hospital). There were 23 deaths with a mortality of 4.43 per cent. As in previous years the incidence was highest in children under five years. Forty-four cases required relief from respiratory distress by Tracheotomy operation. 528 cases of diphtheria carriers were also discovered.

*Tuberculosis*

Tuberculosis remains the major health problem in Singapore. In the efforts to control the disease, the Quarantine and Prevention of Diseases Ordinance was amended to provide for the compulsory notification of tuberculosis to the A.D.M.S. (Tuberculosis) and for the establishment of a Tuberculosis Registry. The amended Ordinance came into force on 1st August, 1958.

Administratively, a Tuberculosis Control Unit was set up at the Tan Tock Seng Hospital in 1958 and was in full operation in 1959. The Unit maintains the Central Tuberculosis Registry and conducts epidemiologic studies of the disease. The Control Unit operates contact and surveillance teams for the investigation of

cases reported and the surveillance of tuberculosis patients. Health Visitors pay domiciliary visits to homes of patients and investigate environmental conditions, advise on health care and a follow-up care of patients under out-patient treatment.

Arrangements are being made to bring Tan Tock Seng Hospital under direct administrative control of Government and draft legislation for the take-over of the Hospital Corporation has been prepared.

Towards the end of 1958, under the Colombo Plan assistance, a team of Australian experts led by Dr. Harvey and Dr. Rubenstein conducted a pilot survey of the population in the urban and rural areas. Altogether, over 50,000 persons were X-ray examined and investigated.

During the year, X-ray surveys were made on Government employees in the Postal, Police, P.W.D. quarry workers, and Custom departments.

The immunisation programme against tuberculosis was intensified. 96 per cent or 28,283 new-born infants at Kandang Kerbau Hospital were vaccinated with B.C.G. vaccination against tuberculosis is also being done in the Maternity and Child Health clinics both the city and rural areas. Approximately 10,000 babies under the age of one year were vaccinated in these clinics during 1959.

At the same time a school tuberculosis team, operating with the school health service, X-rayed 14,606 school children, teachers, school servants and hawkers supplying food to schools. 1,115 school children were discovered to be suffering from active tuberculosis. Altogether 701 schools were surveyed in 1959; 60,577 tuberculin tests and 19,340 B.C.G. vaccinations were done.

The mortality rate of all forms of tuberculosis has fallen from 51.9 per 100,000 persons in 1957, 41.2 in 1958 to 39.1 in 1959.

## HOSPITAL, CLINICS, AND OTHER CURATIVE SERVICES

### *General Hospital*

General Hospital remains the major hospital in Singapore for the treatment of acute medical and surgical conditions. The bed strength was increased by the addition of 40 beds for the special treatment of burns bringing the total to 1,231 beds. During the year, the admissions to the hospital totalled 39,918 compared with 36,852 in 1958.

A block of quarters for the accommodation of 78 Sisters and Matrons, and the hostel for the accommodation of 60 housemen were completed. A unit of 40 beds for the special treatment of burns was put into operation at the beginning of the year.

Table VIII

## MEDICAL INSTITUTIONS, 1959

<i>Government and City Council Hospitals</i>	<i>Beds</i>	<i>Doctors</i>	<i>Dentists</i>	<i>Nursing Staff</i>	<i>Admissions</i>	<i>Out-patient Attendances</i>
General Hospital ... ..	1,231	134	8	785	39,918	1,514,278
Maternity Hospital (K.K.H.) (excluding infant cots) ... ..	316	31	—	303	44,436	273,467
T.B. Hospital (Tan Tock Seng) ...	1,144	21	1	440	3,362	384,826
Infectious Diseases Hospital (Middleton)	250	1	—	63	3,451	—
Orthopaedic Hospital (St. Andrew's) ...	120	1	—	22	144	—
Leper Settlement (Trafalgar Home) ...	1,023	3	—	12	376	17,831
Mental Hospital (Woodbridge) ...	1,869	9	—	65	2,043	5,152
Mental Defective Hospital ...	80	1	—	2	43	—
Veneral Disease Hospital (excluding cots)						
Middle Road Hospital ... ..	65	4	—	37	1,349	218,270
Prisons Hospitals ... ..	160	2	—	5	2,163	60,789
Opium Treatment Centre (St. John's Island) ... ..	20	—	—	—	448	907
Police Training School Hospital ...	20	1	—	1	398	9,625
Thomson Road Hospital ... ..	396	2	—	7	16	27
<i>Private Hospitals</i>						
Youngberg Hospital ... ..	67	4	—	58	2,068	34,275
Gleneagles Hospital ... ..	90	1	—	45	391	107
St. Andrew's Mission Hospital (children)	60	4	—	35	1,133	51,062
Kwong Wai Shiu Hospital ... ..	445	3	—	10	1,198	28,918
Red Cross Cripples Home ... ..	40	2	—	2	22	—
Cheshire Home ... ..	40	2	—	2	39	—
<i>Government Out-patient Institutions</i>						
General Out-Patient Services ... ..	—	40	—	30	—	2,390,841
School Medical Service ... ..	—	13	17	23	—	103,734
Maternity and Child Health Services ...	—	11	5	120	—	293,732
<i>Voluntary Out-patient Institutions (other than those attached to Hospitals)</i>						
Royal Singapore Anti-tuberculosis Association ... ..	—	9	—	33	—	293,593

Table IX

## DEATHS REGISTERED IN 1959 BY CAUSE

<i>Cause</i>	<i>Number</i>	<i>Rate per 1,000 Population</i>
Malaria and Unspecified Fever ...	262	0.166
Violence (all forms) ...	628	0.398
Beri-beri ...	61	0.039
Senility ...	950	0.601
Pulmonary Tuberculosis ...	577	0.365
Heart Diseases ...	738	0.467
Diseases of the Circulatory System ...	228	0.144
Diseases of Pregnancy, Child Birth and the puer- peral state ...	45	0.028
Premature births and diseases of early infancy ...	710	0.449
Convulsions ...	231	0.146
Diseases of the respiratory system excluding tuberculosis and influenza ...	1,414	0.895
Typhoid, Dysentery, Diarrhoea, and Enteritis ...	659	0.417
Other Diseases of the Digestive System ...	342	0.217
Tuberculosis other than respiratory system ...	51	0.032
Diseases of the genito-urinary system ...	293	0.185
Diseases of the nervous system ...	738	0.467
Influenza and Acute Rheumatism ...	42	0.027
Cancer ...	1,055	0.668
Others ...	1,222	0.774
Total ...	10,246	6.486

*Kandang Kerbau Hospital*

This hospital has conducted on an average 92.08 deliveries per day in 1959 on a bed strength of 276 obstetric beds. An additional 40 beds are utilised for gynæcological cases. Altogether 44,436 patients were admitted to the hospital during the year, of which 6,775 were gynæcological cases. 35,406 deliveries were conducted and the total attendances at the out-patient unit providing ante-natal, post-natal and gynæcological care amounted to 124,200.

The hospital underwent a major staff and administrative re-organisation in June and specific Ministerial directives were given to ensure that despite overcrowding, conditions for deliveries should be improved; additional temporary beds were provided above the approved basic strength to meet this need.

*Trafalgar (Leprosy) Home*

Trafalgar Home is the institution for the treatment of leprosy patients and has accommodation for 1,000 patients. During the year, the average number of patients was 864; there were 376 new patients admitted and 346 patients were discharged; 22 absconsions also took place.

Trafalgar Home serves as an isolation centre for infectious cases and a rehabilitation centre for recovering patients. Occupational therapy in various forms is available to patients. The hospital has its farm on which recovering and recovered patients are settled. It provides active treatment with the sulphone and other more recent anti-leprosy drugs. A follow-up surveillance and treatment clinic is operated for surveillance and treatment of leprosy out-patients. There were 17,831 out-patient attendances to this clinic.

A major feature during the second half of the year was the firm measures taken against irregular practices among inmates—vice, gambling and secret society activities which were firmly dealt with; conditions were made generally satisfactory to the patients.

*Thomson Road Hospital*

This Hospital, though formally opened in May 1959, was not ready for the admission of patients until November 1959.

The hospital serves as a district hospital and plans were put in hand to provide surgical theatres and ancillary services; these were left out of the original plan (for a Chronic Hospital). The hospital is expected to be a fully functioning district hospital in 1960.

*Out-patient Services*

This service is responsible for all the static and mobile out-patient clinics throughout the Island. Under the Supervisor of the services are also certain specialised out-patient clinics for the Police, prisoners, and other special groups. A total of 2,161,042 patients were seen by the out-patient services and of these 574,518 were new cases. There was nearly 40 per cent increase over the figures for the previous year, compared with 24 per cent over 1957/1958. New out-patient clinics completed and functioning during the year were at Pegu Road and at Bukit Panjang. Plans for new clinics were completed for clinics at Still Road, Jalan Kayu and Bukit Panjang.

The pressure for medical care in this service increased urgently in the second half of the year and called for urgent attention. Extensions were carried out to the main out-patient unit at General Hospital and with improved physical arrangements and an effective deployment of medical staff, it was possible to cope with the increased pressure.

### *Opium Treatment Centre*

This Centre which is situated on St. John's Island was established in 1955. It continued during the year when there were 489 patients admitted for treatment including 36 volunteer patients. The Opium Treatment Advisory Committee investigated 1,082 persons suspected of being addicts for suitable treatment.

The follow-up clinic for rehabilitation opium addicts enjoyed the confidence of discharged patients and 710 visits were made by discharged patients to this clinic.

### BLOOD TRANSFUSION

In November a major campaign to get 12,000 blood donors in the register was launched. The campaign was carried out with the full awareness that the success of the Blood Bank in meeting the medical needs of the hospitals depended on extensive voluntary co-operation. For this purpose considerable and uphill task was encountered in breaking down old established prejudice regarding 'blood withdrawal'. Although the target figure was not achieved, in fact, over 7,000 persons were registered. The question of getting a satisfactory list of donors was a long term one which would have to be sustained from time to time.

A total of 11,602 donations were received at the Blood Bank, of which only 2,836 came from relatives of patients. 11,299 transfusions were given during the year.

### DENTAL HEALTH

During 1959 there were 328 dentists practising in the State. The number of qualified dental surgeons was 90, and of this group, 40 were private practitioners, 38 were in Government Service, and 11 were teaching in the University.

The Public Dental Services provided emergency and specialist dental treatment at the General Hospital, dental care to the chronic sick, to expectant and nursing mothers and to school children.

There were 85,399 attendances in school dental clinics during 1959. The main problem was the building up of an adequate dental service for the large and increasing number of school children in Singapore. Development of the school dental service would have to be phased and would depend on the availability of funds and trained dental personnel. However, during the year a decisive step forward was taken when the Ministry of Health initiated action for the establishment of a Dental Nurses Training School in Singapore. Increasing numbers of dental nurses would be trained to perform simple routine dental operations under the supervision of qualified dental officer, and in this way a sufficient number of trained dental personnel would be made available to start the new school dental clinics throughout the State.

In the field of preventive dentistry 1959 marked the second year of complete fluoridation of the municipal water supply on the island. This public health measure was first completed in 1958 and was aimed at the reduction of dental decay by about 50 per cent among all the young children within the next six years.

#### GOVERNMENT MEDICAL STORES AND PHARMACEUTICAL LABORATORIES

The Government Medical Stores and Pharmaceutical Laboratories, situated at Silat Road, manufacture a wide range of medicines for issue to patients in all Government hospitals and clinics. Over three-quarter million dollars worth of products were manufactured in 1959. The table below gives the production figures of the main items:

PRODUCTION				
	1958	1959	<i>Percentage Increase</i>	
Tablets      ...      ...	54,000,000	90,000,000	66	
Injections (amps. & vials)	550,000	610,000	11	
Transfusion Solutions, 540 c.c. bottles ...      ...	70,000	104,000	48	
Galenicals:—      Mixtures, Emulsions, Creams, Ointments, Tinctures, etc. ...	300,000 lb.	400,000 lb.	33	
Pessaries and Suppositories	30,000	60,000	100	

The increased out-patient attendances in hospitals and clinics and consequent increase in demand, was met by increased production.

Modern special equipment and machinery, including Rotary Tablet Machines, Stills, Automatic Filling and Sealing Machines are used in the production of medicines.

It is proposed to expand production by another 50 per cent over the next five years. The aim is to pre-pack most items in standard containers ready for issue to patients. Issue of prepacked medicines would cut down waiting time of patients at dispensaries. In addition to manufacturing activities, the Pharmaceutical Laboratory and Store acts as buying agents for the Ministry and handles orders for surgical equipment, furniture and laboratory chemicals for schools. The total value of items on order and in stock is estimated at \$2.5 million dollars.

#### VOLUNTARY AND CHARITABLE INSTITUTIONS

##### *St. Andrew's Mission Hospital*

This hospital has 60 beds for children and during the year admitted 1,133 patients. Outpatients treated during the year was 51,062.

##### *Kwong Wai Shiu Free Hospital*

This hospital has 445 beds and during the year 1,198 patients were admitted. Outpatient attendances were 28,918.

##### *Other Hospitals*

Besides the Youngberg Memorial Hospital, the Hainanese Hospital and the Kheh Hospital provide limited beds and medical care facilities. The Red Cross Cripples Home and Cheshire Home provide care for a limited number of cases.

During the year, a new private hospital, the Gleneagles Hospital consisting of 90 beds was opened.

##### *Royal Singapore Tuberculosis Clinic*

The past year has been another busy year for the voluntary organisation. Clinic has no accommodation for inpatients and during the year a total of 293,593 outpatient attendances were recorded.

## DEVELOPMENT PROGRAMME

The Ministry gave high priority to the formulation of a 5-year development plan and for this purpose a Planning Committee was established. The Planning Committee would co-ordinate the various requests from Institutions and Branches. One of the aims was to regionalise the service and to integrate the Curative and Preventive services offered at centres. It was expected that such co-ordinate development would ensure the provision of maximum services with the funds available. Plans for the utilisation of Community Centres for public medical care was considered in co-operation with the Minister for Labour and Law; the first of these centres will be at the Lim Ah Pin Community Centre.

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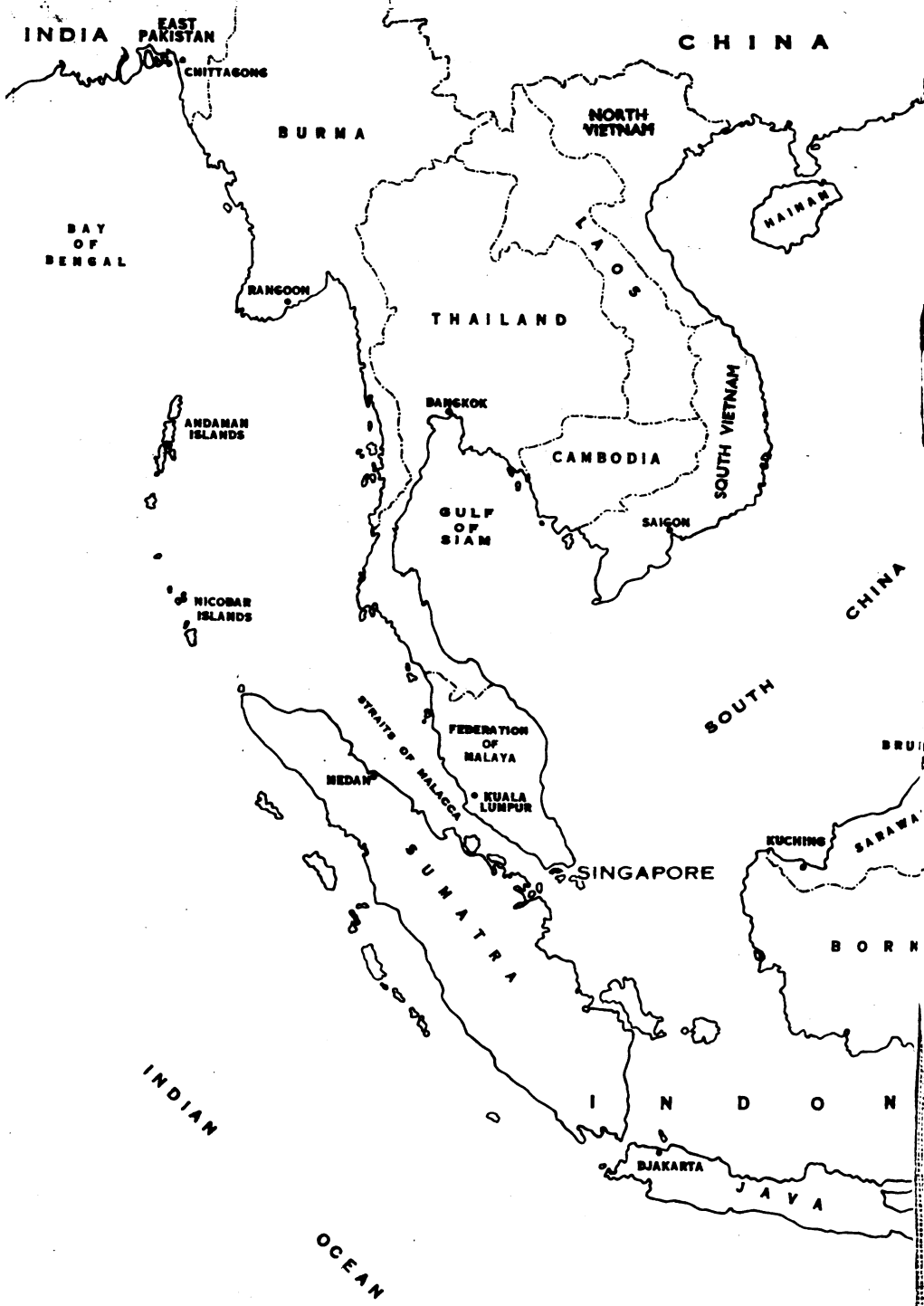
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